



United Nations
Educational, Scientific and
Cultural Organization



International Institute
for Educational Planning



COMMITTED TO
IMPROVING THE STATE
OF THE WORLD

New Partnerships for EFA: Building on Experience



Alexandra
Draxler

New Partnerships for EFA: Building on Experience

Partnerships for Education

New Partnerships for EFA: Building on Experience

Alexandra Draxler

The views and opinions expressed in this book are those of the author and do not necessarily represent the views of the World Economic Forum, UNESCO or IIEP. The designations employed and the presentation of material throughout this publication do not imply the expression of any opinion whatsoever on the part of the World Economic Forum, UNESCO or IIEP concerning the legal status of any country, territory, city or area or of its authorities, or the delimitation of its frontiers or boundaries.

Published jointly by the:

United Nations Educational, Scientific and Cultural Organization-International
Institute for Educational Planning (UNESCO-IIEP)
7-9 rue Eugène Delacroix, 75116 Paris
e-mail: info@iiep.unesco.org
IIEP website: www.unesco.org/iiep

and the:

World Economic Forum
Global Education Initiative
91-93 route de la Capite, CH-1223 Cologny/Geneva, Switzerland

Cover design: IIEP
Typesetting: Linéale Production
Printed in IIEP's printshop
ISBN: 978-92-803-1314-7

© UNESCO-IIEP/World Economic Forum 2008

All rights reserved

TABLE OF CONTENTS

Preface	7
Acknowledgements	9
Author's note	9
List of acronyms	11
List of tables and boxes	13
Executive Summary	15
Introduction	21
The Expanding Range of Actors	21
Purpose and Limitations of this Review	24
Laboratories or Models?	26
From Inputs to Impact	28
I. Defining Partnerships	31
A Working Definition	31
Defining the Protagonists	32
Diversity of Organizational Modes, Unity of Principles	34
Who Brings What to a Partnership?	36
II. The Global Context for Education and Development Partnerships	39
EFA: An International Agenda	39
Donor Harmonization and Development Assistance Partnerships	43
Civil Society and Business	44
III. Expectations and Opportunities	47
Some Views from the Stakeholders	48
Expectations of Partners	51
Opportunities	54
Finding the Right Nexus for Collaboration	57
IV. Implementation Challenges	61
The Regulatory Context	61
Keys to Impact	66
V. Decision-making: Principles and Tools	77
A Look at Existing Tools	77
Towards a Decision Support Toolkit	79

VI. Ways Forward	85
Principles	85
Regulation	86
Opportunities	86
Costs	87
Benefits	87
Risks	87
Solutions	88
Bibliography	93

PREFACE

Since 1990, UNESCO has given priority to Education for All. The road is long, the obstacles are many, but significant progress has been made. Achieving human dignity, including through the access of all to education, is the foundation stone of the United Nations. Recent years have seen the acceptance by all sectors of society that human rights, good governance and an educated citizenry are the best and strongest hope for human development, economic growth and stability.

It is on this understanding that over the last fifteen years there has been a growing interest in cross-sectoral collaboration in education. An inter-governmental organization, UNESCO has from its inception – as the rest of the UN – built its work on relationships with non-governmental organizations. In recent years it has expanded its partnerships to the public sector beyond national governments to include regional governments, mayors, and parliamentarians, for example. It has also reached out to and accepted the hand offered by the private sector, and has seen a rich experience and new resources for educational development grow from it.

UNESCO is committed to reinforcing its own cross-sectoral partnerships and its support for partnerships that can provide innovative impulse, added resources and competence and strengthened collective wisdom. UNESCO will also be vigilant in ensuring that its partners respect the international commitments that support our development effort.

The World Economic Forum is an independent international organization committed to improving the state of the world by engaging leaders in partnerships to shape global, regional and industry agendas. Incorporated as a foundation in 1971 and based in Geneva, Switzerland, the World Economic Forum is impartial and not-for-profit; it is tied to no political, partisan or national interests.

Early in 2007, UNESCO and the World Education Forum launched a new programme, 'Partnerships for Education' (PfE). PfE aims to create a global coalition for multi-stakeholder partnerships for education (MSPEs), including the private sector, in order to advance progress

towards the objectives of Education for All (EFA). To accomplish this, PfE will carry out studies and develop tools and frameworks for the establishment, implementation and evaluation of MSPEs. It will advocate for the development of multi-stakeholder partnerships in education. It will build capacity for implementation at the country, regional and global level, notably through decision support, sharing of good practice, advocacy, evaluation, and the mobilization of practitioners, donors, governments and experts.

This study was commissioned to help lay the groundwork for PfE. It reviews the current literature on public-private and multi-stakeholder partnerships that has bearing on education. It provides definitions of some of the basic concepts, looks at the hopes, expectations, needs and pitfalls of multi-stakeholder partnerships, and gives a number of avenues for reflection and action. It is intended for development practitioners at the international and country levels.

The study is complemented by a set of case studies, available online at www.unesco.org/iiep, that reflect experiences presented by the private sector, global organizations, civil society, foundations and academic institutions. They provide empirical examples that support and supplement the conceptual analysis in this study.

Nicholas Burnett,
Assistant Director-General for Education, UNESCO

Richard Samans,
Managing Director, World Economic Forum

Mark Bray,
Director, International Institute for Educational Planning

ACKNOWLEDGEMENTS

Author's note

Gratitude is due to the UNESCO team who supported the writing of this study with advice, observations, clarification of concepts and inputs. Ana Luiza Machado, Deputy Assistant Director-General for Education Programme Management, and Mark Bray, Director of the International Institute for Educational Planning were central to giving direction to the study and in framing the tone and substance of its content. Dominique Morisse was the pillar of the work, providing constant input, feedback and liaison with interested colleagues. Tim Unwin from the World Education Forum provided sources and comments throughout, consulting with and providing feedback from the PfE Technical Advisory Group. Among the many other people who read and contributed to earlier drafts, special mention goes to Sheila Aikman, Klaus Bahr, Nicholas Burnett, Greg Butler, Tom Cassidy, Julie Clugage, Susan D'Antoni, Anton De Grauwe, Astrid Dufborg, Kjell Enge, Wadi Haddad, Eva Halper, Bernard Hugonnier, Justine Ickes, George Ingram, Vivien Lowndes, Jens Martens, Patricia Norbert, Svein Ostveit, Serge Péano, Mark Richmond, Richard Sack, Susan Sclafani, Michelle Selinger, Alex Wong, and Mari Yasunaga.

Errors of fact and interpretation are of course the author's only.

LIST OF ACRONYMS

ADEA	Association for the Development of Education in Africa
CLI	CISCO Learning Institute
CSR	Corporate social responsibility
DAC	OECD Development Assistance Committee
DFID	Department for International Development (UK)
DIE	Deutsches Institut für Entwicklungspolitik (German Development Institute)
EFA	Education for All
EFA-FTI	Education for All–Fast-Track Initiative
ETSIP	Education and Training Sector Improvement Programme (Namibia)
EU	European Union
GBC	Global Business Coalition
GC	Global Compact
GEI	Global Education Initiative (World Economic Forum)
GeSCI	Global e-Schools and Communities Initiative
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria
GILAS	Gearing-up Internet Literacy and Access for Students
IBLF	International Business Leaders Forum
ICT	Information and Communication Technologies
ILO	International Labour Organization
INGO	International non-governmental organization
IP3	Institute for Public-Private Partnerships, Inc.
JEI	Jordan Education Initiative
MSP	Multi-stakeholder partnership
MSPE	Multi-stakeholder partnership for education
MTEF	Medium-term expenditure framework
NGO	Non-governmental organization
NPISH	Non-profit institutions serving households
NEPAD	New Partnership for Africa’s Development
OECD	Organisation for Economic Co-operation and Development
ODF	Omar Dengo Foundation

List of acronyms

OLPC	One Laptop per Child project
PfE	Partnerships for Education
PPP	Public-private partnership
PRSP	Poverty Reduction Strategy Paper
SWAp	Sector-wide approach
TAG	Technical Advisory Group
UN	United Nations
UNCT	United Nations Country Teams
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESS	UNESCO National Education Support Strategy
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNITAR	United Nations Institute for Training and Research
USAID	United States Agency for International Development

LIST OF TABLES, BOXES AND DIAGRAMS

Table 1.	Some perceived MSPE partner characteristics	37
Box 1.	Some existing definitions of partnership	32
Box 2.	What are public goods?	35
Box 3.	Intergovernmental agreements bearing on EFA and MSPEs	41
Box 4.	Education for All: Meeting our collective commitments	42
Box 5.	The United Nations Global Compact	51
Box 6.	A vision of potential partner benefits of MSPEs	54
Box 7.	TECH/NA!	59
Box 8.	Explor@: Creative and Entrepreneurial Experiences for Youth	60
Box 9.	Norms and standards	62
Box 10.	What are the preconditions of partnership?	64
Box 11.	Sustainable community development: Partners in Learning	68
Box 12.	The Jordan Education Initiative	74
Box 13.	Partnership tools	77
Box 14.	Partnerships for Education: PfE Collection of Case Examples	89
Diagram 1.	Layers of accountability for partnerships	70

EXECUTIVE SUMMARY

Moves to expand partnerships for development to include the private sector, including business, foundations and a wide range of civil society organizations, have gathered strength in recent years. Classic methods of conceiving and implementing development goals through the public sector have encountered some intractable problems, thus increasing public sector motivations for benefiting from the private sector's creative impetus, additional resources and implementation capacity.

What are these new partnerships and what do they do? This study reviews the literature on partnerships in which the private sector is involved, as they apply to progress towards the Education for All (EFA) goals, and highlights the policy lessons one can draw from it. This study is intended to be one of the building blocks of the UNESCO and the World Economic Forum Partnerships for Education initiative (PfE) founded precisely to promote new multi-stakeholder partnerships for education (MSPEs) that will harness and help deliver effective private sector contributions to EFA, and that will document and disseminate information about good practice.

Partnerships bringing together the public sector, business and civil society are unique endeavours, different from public sector provision, from classic contractual arrangements or from philanthropy. They are additional mechanisms that can provide enhanced expertise, synergy, resources and response to needs. Although the literature on education partnerships is growing, the empirical evidence about their functioning and results is still in need of enrichment. Partnerships are viewed by some as the ideal way to bypass failed, corrupt or simply ineffective governments. Many participants are committed to what they perceive as partnerships' proven capacity to innovate, provide alternative experience and models, broaden participation in decision-making and complement public sector resources. For those who favour allowing market forces to play as great a role as possible, including in the provision of public services, MSPEs can make competition and choice a more important feature of education. Partnerships can be successful as mechanisms for co-operation, enriching and building the capacity of the institutions involved. Indeed, the learning that takes place in

cross-sectoral partnerships is often singled out as a positive outcome that is somewhat intangible in the short term but can bring long-term benefits far beyond the immediate stakeholder group.

Critics point out the potential weakening of governmental and intergovernmental action as the private sector becomes more closely involved in conceiving and implementing development objectives. Those who are bound to the concept of education as a public good and a human right, and believe that public goods must be provided under the responsibility and control of governments and that human rights must be guaranteed by them, feel that the involvement of the private sector in this domain needs to be closely monitored and regulated. The voluntary nature of current regulatory mechanisms, and the difficulty of monitoring – let alone enforcing – private sector compliance with even these, is worrisome for critics. There is also concern that the perceived disadvantages of strong reliance on partnerships will not be offset by the volume of additional funding and other resources generated from them, and in consequence they will not make a significant difference in meeting the EFA challenge.

The working definition of partnership used in this monograph is: **Multi-stakeholder partnerships for advancing EFA goals can be defined as the pooling and managing of resources, as well as the mobilization of competencies and commitments by public, business and civil society partners to contribute to expansion and quality of education. They are founded on the principles of international rights, ethical principles and organizational agreements underlying education sector development and management; on consultation with other stakeholders; and on shared decision-making, risk, benefit and accountability.**

Six broad themes are essential for successful outcomes of MSPEs and need greater attention in programmes and case descriptions: these are: 1) definition of needs, 2) ownership by stakeholders, 3) a conscious focus on impact, 4) strong regulation and accountability, 5) sustainability and 6) monitoring and evaluation.

The EFA context is one of existing international agreements, recognition that education development cannot take place in a piecemeal fashion, and awareness that scattered interventions will at best provide

temporary solutions to micro-level problems. New partnerships involving the private sector must be grounded in the international community's ongoing efforts, such as the EFA-Fast Track Initiative (FTI), donor harmonization processes, sector-wide approaches and the like, so that business and civil society partners are protagonists in efforts to ensure synergies and avoid fragmentation and duplication of efforts.

The assumption on the participants' side is that these on the whole less-formal partnerships open a new space for collaboration and that such partnerships are greater than the sum of their parts. Thus, the reasoning goes, all parties can develop shared objectives, contribute from their special competencies or assets, and create a result that is beneficial to both project recipients and partners. While this is undoubtedly true in certain circumstances, there has probably been excessive optimism in the past about the ease with which appropriate conditions can be created for a nexus of success.

What brings partners together? Frequently, the initiative comes from a bilateral or multilateral donor, who injects seed money into pilot or demonstration projects, thereby stimulating co-operation between a broad number of stakeholders involved in a particular project. Most partnerships arise from a programme or project idea rather than a clearly identified need. The private sector normally contributes technological and organizational competence as well as access to markets and its own specific dynamism, whereas development agencies bring in complementary expertise in other fields, e.g. with regard to organizing stakeholder dialogue, facilitating government contacts, or enhancing the efficiency of relevant public institutions.

Businesses often cannot or will not engage in partnerships without a substantial financial incentive from the public sector to do so. Although much of the literature promoting multi-stakeholder partnerships claims that there is broad willingness on the part of all sectors to contribute to new partnerships, and that there are converging interests among the partners, this hypothesis needs to be clarified at the outset for each venture.

Governments, donors, businesses and civil society organizations have different aims, constituencies and ways of working. While obvious, these

are not always adequately discussed and acknowledged in developing co-operation arrangements. Each has demands and requirements for working with others that are appropriate for its own functioning, but that may collide with legitimate demands and requirements of its partners. Government has the primary responsibility for the public good and for guaranteeing education as a human right – that is, for ensuring universality, equity and quality of education. If it renounces this responsibility this represents both a moral failure and a risk of political (and electoral) failure. The private sector has legal and image reasons to take into account the public good in many circumstances, but its primary responsibilities are for profit and the ingredients that go into profit: image, branding, efficiency and effectiveness. The primary goals and objectives of civil society organizations vary enormously. However, they are responsible to their constituency and funding base – which is sometimes closer to communities and end users than either the public or private sectors’.

The main comparative advantages of multi-stakeholder partnerships can be grouped as follows, and description is given of how these can work:

- Making education relevant for the economy;
- Innovation;
- Programmes targeted to specific groups;
- Technology and financial and management techniques;
- Improving the learning environment.

Success of partnerships, in the final analysis, depends on the effect of their actions on education: improved teaching and learning, better infrastructure and management of education systems, greater participation and engagement of the community, and of course broader commitment by all sectors of society to enhancing quality of education.

Regulation of partnerships, notably in cases where the UN and the public sector work with business, has so far been voluntary. On the public sector side, concerns relate mainly to methods for selecting partners in order to ensure open access and fair competition. Thus they typically address methods for selection of partners, guidelines, mechanisms to ensure competition and avoid conflict of interest, reporting and transparency, and the overall legal and fiscal regulatory environment.

Private sector partners are rightly preoccupied with occasional fuzzy contractual, fiscal and legal environments that increase their risks within partnerships. Civil society partners, often with the least stable financial bases, fear for the lack of clarity about resource stability and recourse when difficulties arise.

Both the demonstrated success and the hopes for increased use and influence of multi-stakeholder partnerships are reasons to develop specific analytical tools for planning, implementing and evaluating them. Structurally, legally and functionally, MSPEs are complex. Trust, often referred to as important for a successful partnership, cannot wholly replace objective tools and criteria for how it works; management that depends on the negotiation skills and good will of individual participants can make partnerships very fragile. When an important partnership founders, it affects both the direct stakeholders and observers and potential participants of other partnerships, undermining current and future action.

One good way to anticipate and minimize the effects of functional problems is to make an initial investment in information-gathering, planning, negotiation, and clarification of overall processes. The development of a specific tool for MSPEs could stimulate the learning process around these partnerships and provide the framework for further research and analysis of what works, and why. A framework for developing a toolkit is proposed in this study, with the broad outlines of how it could be constructed.

In order for MSPEs to fulfill the hopes of their proponents, partnerships need to be truly more than the sum of their parts, and to contribute to enriching educational development activities by a novel mix of resources, competencies and results. In conclusion, a summary of the lessons drawn from this literature review is presented, with the following recommendations:

Principles: Not all situations are suitable for partnerships. Early agreement about non-negotiable principles and how partners' objectives can be mutually reinforcing is essential. Partnerships are opportunities to advocate for expansion and enhancement of Education for All.

Regulation: Governmental and intergovernmental guidelines and legal frameworks to support and control the indispensable detailed

agreements about the ways in which each partner's needs and duties will be exercised are essential.

Opportunities: Clear assessment of needs and definition of desired results, as well as of the relevance of the partnership to the core mandate of partners, their employees and shareholders should be the first step of all partnerships.

Costs: Partners should not assume that MSPEs will always reduce costs; initial agreements about how to cover unforeseen events are needed.

Benefits: The benefits of partnerships are potentially very great. These benefits are factors that can be used for negotiation at the outset between stakeholders, including the end users, and should be articulated.

Risks: Stakeholders' commitment to transparent reporting from the outset as part of on-going monitoring may be painful at the beginning but will be beneficial to all in the end.

Solutions:

- Develop specific tools for planning and analysis of MSPEs, including those surrounding costs, transferability, scalability, and impact.
- Include capacity-building for partners and stakeholders as an integral component of partnerships.
- Develop a strong and well-financed programme of MSPEs based on a framework of needs and a search for appropriate partners.

To innovate is by definition to enter uncertain and sometimes uncharted territory. To innovate with education is to take responsibility for the learning experience and the future of individuals. Failure has direct consequences for people we know or should know. Success will benefit not only learners and those involved in education but all the institutions involved. The message of this study is that investment in planning, regulation, transparency, results and documentation of partnerships is not wasted. It is a duty and an asset.

INTRODUCTION

The Expanding Range of Actors

Moves to expand partnerships for development to involve the private sector, including business, foundations and a wide range of civil society organizations, have gathered strength in recent years. Classic methods of conceiving and implementing development goals through the public sector have encountered some intractable problems, thus increasing public sector motivations for benefiting from the private sector's creative impetus, additional resources and implementation capacity. As corporate social responsibility becomes more and more important for the image of business, some businesses are seeking to exercise this responsibility through partnership arrangements. Such businesses see partnerships, among other things, as useful for risk management, image, for cost-sharing of investments in the health and education of the workforces, and for capitalizing on the complementary skills and resources of partners so as to open up new opportunities and enable a better understanding of the operating environment (Altenburg, 2005, World Economic Forum, 2005*b*). Some civil society organizations have concluded that their traditional roles of advocacy, equality, monitoring and service provision can be enhanced by adopting an 'insider' approach and working with partners that may have been adversaries in other circumstances.

Partnerships bringing together a broad range of stakeholders in order to expand or improve education are often embraced with optimism for their potential to accelerate progress and to provide opportunities for win-win changes in development processes. They range from international, high-profile alliances promoting development agendas, to national or local coalitions for advocacy and monitoring, to groups implementing education programmes and projects directly. Partnerships, both as concept and reality of development practice, are here to stay. They have been broadly adopted as part of the development landscape, described and used by the entire UN system, most development agencies, a large number of international and local NGOs, and the academic world.

The 1990 World Declaration on Education For All (World Conference on Education for All, 1990) recognized the difficulty of attaining

universal education, and came out strongly in favour of new partnerships.¹ International conferences on other subjects during the 1990s carried the same messages (United Nations Environmental Programme, 1992). A number of global initiatives and institutions have been established in the last few years to support multi-stakeholder partnerships, including the UN Global Compact Office, the World Economic Forum's Global Education Initiative (GEI), the Global Business Coalition (GBC), the G-8 DotForce, the Institute for Public-Private Partnerships, the Partnering Initiative and others. Regional initiatives and institutions in the developing world also are active, most but not all supported principally with funds from development agencies. Almost every big development institution has developed policy materials on partnering with private sector institutions (not-for-profit as well as for-profit).

The trend is not without critics, however, who have pointed to an enthusiasm that sometimes relies on inadequate factual evidence about what works and question how the very different nature and objectives of the public sector, business and civil society can merge to meet goals of equality, provision of public goods, and poverty reduction (Utting and Zammit, 2006).

What are these new partnerships and what do they do? 'Partnership', associated with other terms such as 'multi-stakeholder' and 'public-private', can be used to mean a pure contractual arrangement, a loose agreement among different parties to work together, a highly structured and governed set-up, or can merely be a term indicating an attitude of reciprocity in development programmes between donors and recipients. Partnerships have been created for advocacy, for pooling of resources, for exchange of expertise, or for developing new ways to construct or provide infrastructure and services.

In the development context the broad term 'partnership' came into general use mainly as a way of describing relations between donors and recipients, to convey and create a notion of reciprocity that was

1. ARTICLE VII – STRENGTHENING PARTNERSHIPS National, regional, and local educational authorities have a unique obligation to provide basic education for all, but they cannot be expected to supply every human, financial or organizational requirement for this task. New and revitalized partnerships at all levels will be necessary: partnerships among all sub-sectors and forms of education, recognizing the special role of teachers and that of administrators and other educational personnel; partnerships between education and other government departments, including planning, finance, labour, communications, and other social sectors; partnerships between government and non-governmental organizations, the private sector, local communities, religious groups, and families.

felt to be inadequate in previous relations. ‘Public-private partnerships’ (PPPs) has been used to refer to all development relationships that include non-governmental actors, both private sector and non-profit civil society organizations. PPP is generally understood, though, to mean joint government (including intergovernmental organizations) and for-profit economic sector initiatives. The newer term, multi-stakeholder partnerships (MSPs), has been introduced to cover partnerships that bring together a wide range of public, private and civil society stakeholders. A particular project or activity will involve both the ‘partners’ – that is, those who are the actors – and the ‘stakeholders’ – that is, those who are affected by a particular course of action or set of actions. In education, the needs that private actors can and do help meet are many and varied. Multi-stakeholder partnerships for education (MSPEs) have been created to innovate delivery of education in both institutional and non-institutional settings (World Economic Forum, 2005a, Zadek, 2002), to design purpose-built technologies intended to expand learning opportunities for poor children (Negroponte, 2007) and to prepare young people for the labour market (International Business Forum, 2007),² to give just a few examples. They are seen, including by UNESCO and the World Economic Forum, as having enhanced potential for success because they cover a large range of stakeholders and are thus likely to reflect the interest and needs of the broadest spectrum of them.

Still, the empirical evidence and analysis concerning the functioning and effect of these partnerships is not extensive. The bulk of the extant literature about theory and experience of partnerships in the social sector concerns the health sector. Education as a topic on its own is not prominent, although the existing literature on partnerships around themes as diverse as the environment, labour, infrastructure, farming or extractive industries contains tantalizing references to education as a component of these efforts. Even the topic of HIV and AIDS prevention, though at the intersection of education (prevention and human rights) and health (treatment and care) apparently gets relatively little attention as a partnership activity for education. Treatment and

2. Purely contractual arrangements, such as the provision of private education or the privatization of particular services by government contract with non-governmental bodies (firms or civil society) are sometimes described as partnerships, but they will not be included in this analysis, which defines partnerships as joint undertakings.

care have been the object of a wide range of initiatives, not least of which is the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM). The case studies commissioned by PfE, and a database that is being built, advance and enhance the existing knowledge on MSPEs; this work should undoubtedly continue.

Purpose and Limitations of this Review

The purpose of this study is primarily to review the literature on partnerships in which the private sector is involved, as they can and do apply to progress towards the Education for All (EFA) goals, and to highlight the policy lessons one can draw from it. It is intended to be one of the building blocks of the UNESCO and the World Economic Forum Partnerships for Education initiative (PfE).³ PfE was founded precisely to promote new MSPEs that will harness and help deliver effective private sector contributions to EFA, and to document and disseminate information about good practice. PfE is committed to

- Identifying, testing and applying principles and models for successful educational partnerships involving the private sector, civil society, international organizations, donors and governments;
- Promoting the value of MSPEs and the specific benefits of private sector involvement in these partnerships;
- Enhancing the capacities of key stakeholders to establish their own effective MSPE models and to implement such models;
- Contributing to a greater global understanding and coordination of MSPE initiatives.

Using available evidence, PfE will continue to enrich an analytical base by documenting past and current good practice. It will also propose frameworks that can be used for assessing needs, in setting objectives, making agreements and implementing and evaluating MSPE programmes (Cassidy, 2007).

The focus of PfE is to bring public and private stakeholders together in joint initiatives, especially including both the for-profit private sector and civil society. The World Economic Forum has rich experience in

3. In 2007, the World Economic Forum Global Education Initiative (GEI) and UNESCO launched a new initiative 'Partnerships for Education' (PfE), with the aim of creating a global coalition to advance multi-stakeholder partnerships in education (MSPEs) that advance progress towards the objectives of UNESCO's Education for All (EFA).

this area, notably through its Global Education Initiative (GEI). While UNESCO has stepped up its co-operation with the private sector in recent years, it also has a long-standing relationship with not-for-profit civil society organizations and is the principal actor or an active participant in a number of multi-stakeholder partnerships bringing together donors, governments, multilateral organizations, regional organizations, business and civil society organizations. These have formed the foundations of the EFA coordination and related mechanisms such as the EFA-FTI. The past experience of both the Forum and of UNESCO will be brought to bear on developing ways of co-operation through MSPEs that capitalize on complementary capacities, networks and resources.

The literature reviewed by the author includes papers and case studies provided by the Technical Advisory Group for this element of the PfE initiative, by UNESCO staff, and by experts consulted during the review period. The study itself has gone through several consultations and revisions based on inputs and comments from people acknowledged above. Its narrative and conclusions are therefore based on published reviews and summaries, rather than on field studies or in-depth examination of specific cases. Its conclusions attempt to be analytical and synthetic, raising general issues of principles, planning, policy, execution and evaluation. There is in this approach an inevitable loss of detail and perhaps an incomplete grasp of the complex and subtle features of individual partnerships and their educational results on the ground. The case studies commissioned by PfE to complement this review are intended to illustrate in greater detail some of the features of recent multi-stakeholder partnerships and to add the depth of specific experience (see *Box 14*).

In this area where definitions are shifting and the notion of partnership is often largely defined by the user of the term, it is important to be clear about what this study does not cover. It does not include corporate social responsibility activities or the activities of corporate foundations when these are carried out alone. While the influence of corporate social responsibility (CSR) and of foundations on education is considerable and welcome, this is not the subject here. The review does not cover private education or educational activities carried out under contract with the public sector by business or by civil society organizations.

Laboratories or Models?

Partnerships bringing together the public sector, business and civil society are unique endeavours, different from public sector provision, from classic contractual arrangements and from philanthropy. They are viewed as additional mechanisms that can provide new and unique expertise, synergy, resources and response to needs. The literature on education partnerships is growing, but the empirical evidence about of their functioning and results is still in need of considerable enrichment.

What is the added value of multi-stakeholder partnerships in educational quality, expansion and equity in the developing world? There are almost as many positions on this question as there are partnerships. Partnerships, including MSPEs, are viewed by some as the ideal way to bypass failed, corrupt or simply ineffective governments. Many participants are committed to what they perceive as real and proven capacity to innovate, provide alternative experience and models, democratize participation in decision-making and complement public sector resources. For those who favour allowing market forces to play as great a role as possible, including in the provision of public services, MSPEs are a way to make competition and choice more important features of education. The overall volume of resource flows from the United States, for example, to the developing world has tilted heavily towards private sources (USAID, 2007), with the hope of many proponents of partnerships that this trend – so far not strongly visible in education – will spill over into education. Hopes are also high that the private sector can be coaxed into substantially increasing the resources (materials, infrastructure, funding and expertise) it contributes for key actions. With moves to coordinate and harmonize aid processes, it is only logical to bring the private sector to the table from the outset so that its views and actions can contribute to achieving agreed-upon development goals.

Critics point to the potential weakening of governmental and intergovernmental action as the private sector becomes more closely involved in conceiving and implementing development objectives. Those who feel that education is a public good, and that public goods must be provided under the responsibility and control of governments

feel that the inclusion of the private sector needs to be closely monitored and regulated. The voluntary nature of current regulatory mechanisms, and the difficulty of monitoring – let alone enforcing – private sector compliance with even these, is worrisome in this context. There is also concern that the perceived disadvantages of strong reliance on partnerships will not be offset by the volume of additional funding and other resources generated from them, and in consequence they will not make a significant difference in meeting the EFA challenge. So far, public-private partnerships in education (again, leaving aside private education) have not yet generated enough additional funds in terms of percentage of overall spending to be highly significant in monetary terms. There is the possibility that market influences may shift priorities, possibly resulting in much greater inequality, but without significantly expanding overall access and funding (Bull and McNeill, 2006).

Partnerships can be successful as mechanisms for co-operation, enriching and building the capacity of the institutions involved. Indeed, the learning that takes place in cross-sectoral partnerships is often pointed out as a positive outcome that is somewhat intangible in the short term but can bring long-term benefits far beyond the immediate stakeholder group (Hurrell *et al.*, 2006, Tomlinson and Macpherson, 2007a). Success in contributing toward achieving the EFA goals, though, has to be measured primarily in terms of influence on educational expansion and results for the learners, the education personnel, and the system. The public sector actors, moreover, have particular responsibilities because they are signatories to international human rights instruments with commitments and ensuing responsibilities to ensure the commitments are met. This means they must take responsibility for ensuring EFA through either direct delivery and/or through maintaining strong regulator frameworks to guide and monitor other providers. While these responsibilities can make the establishment of partnerships seem bureaucratic in particular settings, discharging them correctly while fostering partnerships with business and civil society will be one of the true tests of overall success.

From Inputs to Impact

There are six broad themes that are essential for successful outcomes of MSPEs. These could benefit from greater attention in case descriptions and in programme execution:

The first one concerns **needs**. Most partnerships are developed around a notion of supply: the will of a party or several parties to contribute to the provision or enhancement of education in a way that they judge positive. When there is a definition of needs it is often based more on the perceived collective wisdom and knowledge of the principal initiators than on detailed assessments or consultations with the end users. Comprehensive needs analysis taking into account overall, national educational processes and goals is less widespread than might be expected: descriptions of needs analysis tend to be relatively succinct. One danger here is that partnerships can contribute to partially undoing the painstaking work of getting donors and countries to agree on harmonizing aid flows in such a way as to contribute to agreed-upon national goals. Thus the good they do in specific ways may be offset by the fragmentation they can bring to national and international development efforts.

The second relates to **ownership**,⁴ which is complementary to but not the same as needs. Both identification of needs and ownership require intimate understanding of the context, and desire on the part of the stakeholders (those devising the intervention and those on the receiving end) to participate. While the need for ownership is in principle obvious, it can be impossible to achieve when the stakeholders who will be on the receiving end or who will be essential for implementation from the outset are not involved in conception and planning (Hurrell *et al.*, 2006, Jørgensen, 2006, Tomlinson and Macpherson, 2007a).

The third relates to organization of interventions with a conscious focus on **impact**.⁵ The literature is almost unanimous in noting that the evidence about the effects of partnerships in general is relatively slim,

4. The term ownership has become a stock term in development jargon. A good definition is the following: 'ownership' refers to relations among stakeholders in development, particularly their respective capacity, power or influence to set and take responsibility for a development agenda, and to muster and sustain support for that. (Tomlinson, K.; Macpherson, I., 2007b)

5. Impact in this paper is used to mean effects of a programme or initiative on the target group. Thus, the impact of a programme to build schools would be not the existence of the schools but changes in attendance or learning of children in the communities where they are built that can be attributed to the building programme.

and this most certainly applies to education (German Development Institute (DIE), 2003, Jørgensen, 2006). Describing the effects of various changes on learners is notoriously difficult in education, and ascribing agency (that is, the factor responsible) even more so. On the other hand, limiting descriptions to process or outputs carries risks when one wishes to learn lessons from an initiative, and every attempt must be made to address these issues in case studies, data collection, and in the very formulation of partnerships. Although it may be a long time until it becomes realistic to assume that impact assessments will be carried out at the outset of major educational change, the long time-frames and long-term influence of decisions should make such assessments not only a good idea but also cost-effective over time.

The fourth relates to issues around **regulation** and **accountability**. Although the United Nations' Global Compact⁶ has recently strengthened regulatory guidelines for partnerships and partners, general regulation concerning partnerships is voluntary and relatively weak. Observers continue to note that partnerships in which the UN is involved can lack sufficient clarity for stakeholders to judge their relative merits and their effects on the provision of education (Martens, 2007, Utting and Zammit, 2006). Regulatory issues *vis à vis* governments concerning the functioning of the private sector, or partnerships for the advancement of education can also be frustrating and have been described by business actors as putting a brake on private sector investment in developing education. While waiting for the larger debate on these issues to advance, the best tool for enabling stakeholders to weigh in is transparency about how partnerships are formed and about their management, financial structures, processes and results. Partnerships mostly take place outside the day-to-day functioning and regulatory mechanisms of large institutions, and information about them is very frequently descriptive. In consequence, both praise and criticism can be more ideological and self-interested than founded in fact. Built-in accountability and transparency are excellent ways to ensure that debates take place in the realm of facts, and that future actions can build on what is known about successes and failures.

6. The Global Compact, established by the United Nations in 1999, is a framework for involving businesses in sustainable development. It has some 2900 business members, and requires them to commit to "aligning their operations and strategies with ten universally accepted principles in the areas of human rights, labour, the environment and anti-corruption." Its principles and guidelines apply to the whole of the UN system.

The fifth feature of this list of themes relates to **sustainability**. Sustainability is the key to lasting impact on teachers, learners, or the education system, either through its long-term local effects or because its methods and/or means can be sufficiently tested to be replicated with confidence in the outcomes. Sustainability, in this sense, can mean providing the innovative impetus for improvements elsewhere in the educational system, which implies the potential for going to scale.⁷ The principal contribution of MSPEs will certainly not be in significantly increasing overall resources available for education in the near future:⁸ consequently, it is crucial that MSPEs be exemplary by their capacity to experiment, innovate, and show the way for broader change that is feasible and sustainable. Sustainability of MSPEs themselves is a complementary and additional issue: continued engagement of individual partners, as well as the health of the partnerships themselves, require considerable energy and resources, as several studies reviewed have pointed out.

Sixth, **monitoring and evaluation** should be an integral part of the partnering process, conceived and planned along with the assessment of needs. Measuring progress, ensuring that corrective action is taken when things go off course, increasing the capacity of participants when needed, and assessing outcomes all depend on the conception of a thorough, effective and feasible monitoring process (Wagner *et al.*, 2005). Monitoring and evaluation is a field in itself, not primarily a subject of this review. However, the literature reviewed pointed to some of the potential and actual weaknesses of evaluation processes that need to be kept in mind: focus on impact rather than inputs (German Development Institute (DIE), 2003), conceiving the evaluation process from the outset, and balancing thoroughness with feasibility. Successful evaluations will be useful for all stakeholders as they revert to their constituencies (taxpayers, shareholders, donors) to describe their undertakings. *Box 13* lists some sources of evaluation techniques and experience, both for programmes and for partnerships themselves.

7. The question of 'going to scale' is contentious, as one commentator pointed out. Some feel that it puts forward the idea of a monolithic education system where one size fits all, ignoring differences and stifling creativity. On the other hand, in the EFA context among others, significantly changing the access and quality of education systems requires solutions that can be scalable, i.e. broadened out to include significant numbers and have system-wide impacts. It is the latter sense that is meant here.

8. See the section on 'Expectations of Partners'.

I. DEFINING PARTNERSHIPS

A Working Definition

Multi-stakeholder partnerships for advancing EFA goals can be defined as the pooling and managing of resources, as well as the mobilization of competencies and commitments by public, business and civil society partners to contribute to expansion and quality of education. They are founded on the principles of international rights, ethical principles and organizational agreements underlying education sector development and management; consultation with other stakeholders; and on shared decision-making, risk, benefit and accountability.

The definition proposed above focuses on the purpose and principles of partnerships as viewed by their outcomes, not by the goals or interests of individual partners. It also includes a number of references to context, which are important when one is working in the provision of public goods. One of the key purposes of meaningful partnerships has to be improved educational outcomes, and the mutual interest of the partners a built-in by-product. The following paragraphs provide some clarification of the terms used and a description of the various actors involved. *Box 1* provides some comparison with a few selected definitions of partnership. The next section will provide context about the purpose of entering into partnerships for education.

Partnership, in the original business sense, is an arrangement whereby partners pool their competencies and commitments, manage a venture jointly and share equally in risk, benefit and losses. While the notion of equality is present in the shared results, it is not specified that partners need to contribute equally or in the same way to the establishment of the venture. They share equally in the governance.

Partnership for development is defined in more diverse ways. This is not the place to elaborate on the various definitions of development, but here it is assumed that it refers to a combination of economic growth, good governance, access to basic needs, care for public goods, and expansion of individual choice. In the context of education, the various definitions of development are detailed in the EFA commitments and

reinforced by the other international agreements signalled in *Box 3*. As for ‘partnerships’, there is not an agreed-upon legal status for them, and they can be informal or regulated. Some of the literature makes a distinction, that has operational usefulness, between networks and partnerships (Lowndes and Skeltcher, 1998). The levels at which partners contribute to and share in effort, risks and benefits can vary. The term ‘partnerships’ can be used to describe the relationship between donors and recipients of aid, or relationships including these and other actors. Contractual arrangements such as those involving outsourcing of services to the education sector or provision of education are sometimes described as ‘partnerships’, although as already mentioned, we do not include such contractual arrangements in our definition.

Box 1. Some existing definitions of partnership

A voluntary alliance between various equal actors from different sectors whereby they agree to work together to reach a common goal or fulfil a specific need that involves shared risks, responsibilities, means and competencies. (World Economic Forum, 2005a)

Multistakeholder ICT partnerships: alliances between parties drawn from government, business and civil society that strategically aggregate the resources and competencies of each to resolve the key challenges of ICT as an enabler of sustainable development, and which are founded on principles of shared risk, cost and mutual benefit. (Global Knowledge Partnerships, 2007)

The basic concept of partnerships is simple and straightforward – to identify common ground between the private and the public sectors and to combine the skills and expertise of the private sector with the public sector’s legitimacy and knowledge of development issues. Partnerships focus on the many areas where private sector actors and public institutions can engage in win-win relationships, such as health, education and community development. (The United Nations Global Compact, 2007)

Defining the Protagonists

Given the wide variety of actors and possible ‘partnerships’ it is necessary to set out some widely accepted definitions for the actors involved.

The *public sector* is defined by the OECD and many other economic authorities as comprising the general government sector plus all public corporations including the central bank.

The *private sector* is defined as everything that is not the public sector, comprising private corporations, households and non-profit institutions serving households (NPISHs). Since this binary division does not fully reveal the diversity of non-public actors, a further separation is often made between for-profit private corporations (*business community*) and not-for-profit groupings, also referred to as *civil society*. It is important to note that there are in most countries significant fiscal differences between for-profit and not-for-profit institutions. These have consequences on their functioning, on the ways in which they can and wish to participate in partnerships, and on the objectives they will set for their own benefits in them.

Stakeholders are all those interested or affected (positively or negatively) by an action (Gerrard *et al.*, 2006). The way in which they are affected can be very direct (learners) or more remote and long-term (donors, philanthropists, taxpayers in various countries), giving some ambiguity to the word in the context of partnership. In a globalized world, however, there is nothing surprising in the notion that a local action may affect a stakeholder on the other side of the planet.

Partners are stakeholders directly involved in creating, financing and managing an action. Whereas legal partners share risk and benefit equally, development partnerships are not always based on equality either of contribution, risk, benefit or losses. The initiating partners may not be the ones to bear the opportunity costs, the longer-term maintenance costs, or the displacement costs of a particular project.⁹ So, a partnership for the creation of public good, as opposed to a partnership aimed at financial gain, can be very different in the way the composing elements are distributed (Gerrard *et al.*, 2006).

Donors are organizations that make a financial or other resource (human and material) contribution to an activity, in this paper, education.

9. A failed partnership whereby, for example, computers are donated to a school or school system and have either no measurable impact on learning or, worse, divert resources for training and maintenance only to have the project flounder has unequal distribution of contribution, risk and benefit. The donating agent(s) bear some of the cost, but equally can often claim benefit in terms of image even if impact is limited.

Most of the mentions of ‘donors’ made here refer to development assistance organizations, bilateral and multilateral.

Diversity of Organizational Modes, Unity of Principles

Partnerships in education are involved in the provision of a public good (see *Box 2*), so that contributing to equality and equity¹⁰ should be the overall mobilizing principles whenever the public sector is part of the partnership. So-called win-win situations, whereby benefits are available for all parties, must truly be win-win in the ethical sense, using ethical principles¹¹ as the explicit foundations of the operational ones. These are, at the minimum, respect for the fundamental agreements of the international community concerning human rights, democracy, and respect for the environment.

Overarching all these, transparency is the guarantee of accountability and respect for basic principles. Transparency¹² is often not sufficiently embedded in multi-partner situations: as budgets for these are often marginal to both public and private partners, financial oversight can be relatively succinct or absent from institutional reporting systems. The natural complexities of MSPEs, which bring together different institutions, with different systems of management, responsibility and accountability, can quite logically push partners to give more attention to streamlining the partnership’s functioning than to ensuring its transparency. Approaches to spending, monitoring and reporting can be casual. Opportunities for corruption are certainly present. (Hallak and Poisson, 2007, Utstein Group, 2007) The consequences of economizing on transparency can be criticism and resistance on the part of some partners, other stakeholders, and outside observers. The results of the effort can suffer.

10. Broadly speaking, equality and equity are complementary terms, the notion of ‘equity’ being the one of recognizing that not all situations and individuals are the same, and that these differences require diversified approaches and responses to need. See for example Sherman, J.D. and Poirier, J.M., 2007.

11. Notably those in UN conventions and agreements.

12. Transparency is the extent to which stakeholders (school principals, school councils, parents, pupils and the local community) can understand the basis on which educational resources (financial, material and human resources) are allocated to their individual establishment and how they are used. In other words, transparency in education can be evaluated on the basis of the visibility, predictability and understandability of flows of resources within the system. Transparency thus requires clear information that is easy to understand. (Hallak, J. and Poisson, M., 2007)

Both the literature reviewed and the comments received from reviewers of the draft of this paper pointed to two important practical aspects of organizational modes of partnerships: differing power bases of the partners, and the learning processes involved. While both on paper and in intention, partners can come together for a common objective, leaving their institutional culture at the door, things are rarely so simple: “For a partnership to work well there needs to be open acknowledgement of the differences in power that different partners wield. Partnerships may be undermined by governments which can’t take criticism, or where questions of aims and policy directions are dominated by government, corporate bodies, donors or mega-NGOs, while local ‘partners’ are relegated to carrying out specific doable tasks” (Oxfam, 2005). Learning is also an essential ingredient in successful partnerships and a positive outcome: the capacity to look at difficulties and problems, solve them together, and progress together.

Box 2. What are public goods?

Public goods are recognized as having benefits that cannot easily be confined to a single ‘buyer’ (or set of ‘buyers’). Yet once they are provided, many can enjoy them for free. Without a mechanism for collective action, these goods can be underproduced ... take education, which benefits the person being educated. To calculate the benefits, we take the income a person earns over a lifetime with education, and subtract that which she would get without an education. But that figure does not tell the whole story. What about the numerous employers the person will have over a lifetime, and the savings realized because these employers do not have to train her in-house? What about the benefits that literacy brings to all the companies that rely on the written word to advertise? The benefits to those who issue public warnings, put out signs or seek to implement laws? If one were to put a figure on all these benefits, they would dwarf the amount that accrues strictly to the educated person. This difference between the public and the private benefits is called an externality. And because of its substantial externalities, education is a public good. (Kaul *et al.*, 1999)

It can be helpful to keep in mind the great variety of organizational modes that correspond to the notion of partnership. A distinction needs to be made, for example, between partnerships organized for the purpose of finding resources, coordinating efforts, elaborating principles and guidelines, and generally serving to gather and disseminate knowledge (such as the Global Compact, the Global

Business Coalition, UNAIDS or the Global Fund) on the one hand, and partnerships formed for implementation, or operational partnerships, on the other. The former have developed with frequency in the last few years, attracting considerable resources and wielding influence in new areas of need and policy. They have become the subject of a distinct literature and analytical tools (DAC High Level Meeting, 2001) (Jones and Shakil, 2003, Utting and Zammit, 2006). These global partnerships have some shared characteristics with operational partnerships. But global partnerships, in contrast to operational partnerships, generally have highly formalized governance systems that, although sometimes criticized, provide opportunity for debate on purpose and method as well as oversight. Operational partnerships can be highly structured or relatively informal, and can fly under the radar of the existing regulatory mechanisms that govern business or international agencies. Increasingly, bilateral and multilateral donors are emphasizing multi-stakeholder partnerships that include business in their calls for proposals.

The preceding remarks, while founded on the examined literature, may give the impression that there is a clear body of thought about what constitutes development partnerships. This is far from the truth. The very nature of partnerships in this development area is collaborative, informal and adaptive to circumstances. One partnership seldom resembles another. Most descriptions give a better idea of the aims and characteristics of the relationship than of the nature of the process or the desired outcomes.

Who Brings What to a Partnership?

Table 1 encapsulates some of the principal comparative advantages and disadvantages of different types of partners as expressed in the literature. It also attempts to capture some of the principal motivations each type of partner has to enter into a partnership. Later sections will elaborate on some of these characteristics, and examine what overall mix is needed to hope for successful outcomes as well as benefits for the partners.

Table 1. Some perceived MSPE partner characteristics

	Public sector	Business	Civil society
Comparative advantage	<ul style="list-style-type: none"> • Equality and equity • Sector-wide delivery • Long-term engagement • Regulatory ability • Excellent human resource base • Accountable to public • Responsible for delivery of education as a human right 	<ul style="list-style-type: none"> • Efficiency, productivity • Innovation and research capacity • Targeted action • Effective and economical distribution ability • Results-oriented • Cost-effectiveness 	<ul style="list-style-type: none"> • Meeting stakeholder needs • Local networks and experience • Targeted fundraising • Rooted in constituency • Situation-specific actions • Watchdog role
Comparative disadvantage	<ul style="list-style-type: none"> • Resistant to change • Uniformity of provision • Limited budget flexibility 	<ul style="list-style-type: none"> • Internal time-frame • No profitability in 'last mile' • Not responsible for the public good 	<ul style="list-style-type: none"> • Represents special interests • Fragmented objectives and action • Occasional amateurism
Desired outcomes of partnership	<ul style="list-style-type: none"> • Expanding action • Enabling environment for growth • Different expertise • Additional resources 	<ul style="list-style-type: none"> • Shareholder and employee satisfaction • Economic growth • Education for employability • Image and branding • Risk management 	<ul style="list-style-type: none"> • Legitimacy • Reinforced focus on specific needs • New resources • Greater impact

II. THE GLOBAL CONTEXT FOR EDUCATION AND DEVELOPMENT PARTNERSHIPS

EFA: An International Agenda

Education for All (EFA) has been an ambition of the international development community since universal primary schooling was declared a priority by UNESCO regional conferences of ministers in Asia (1960) and Africa (1961) nearly fifty years ago. Enrollment increases have been steady, at times spectacular, but population growth has masked progress, keeping out-of-school numbers dramatically high. Since the 1990 World Conference on Education for All organized by UNDP, UNESCO, UNICEF, and the World Bank at Jomtien, Thailand, Education for All has been the highest education priority for governments all over the world, for international co-operation at the bilateral and multilateral level, and for an increasing number of dedicated, powerful and active non-governmental organizations. At the 2000 World Education Forum in Dakar, Senegal, partners (strengthened by UNFPA as an additional convener) renewed and reinforced the 1990 commitments (see *Box 4*) with a number of monitoring, resource mobilization and collaboration mechanisms. *Box 3* gives an illustrative list of the instruments, mechanisms and frameworks underpinning commitments to EFA and the partnerships that can support it.

Progress is being made, but there still remain at least 72 million children out of school. There are also huge and hard-to-count numbers of children who leave school without the minimum skills basic education should provide, because their schooling is of poor quality, because they leave too early, or because they attend too irregularly to benefit. So they will probably become adults without minimal literacy skills, joining the 774 million adults already in this situation, a figure that all agree is a low estimate (EFA Global Monitoring Report, 2008).

EFA is more than an ambition to ensure schooling for all young people of primary school age. It is the ambition to guarantee the fundamental role education has to play in personal and social development and social cohesion by promoting learning throughout life, and quality of education at all levels (Delors, 1996). EFA is meant to include people

of all ages and all levels of education, beginning with basic education for all, but extending to education throughout life.¹³

In Jomtien (1990) participants already acknowledged the need to expand and strengthen broader partnerships than those bringing together donors and recipient governments: “New and revitalized partnerships at all levels will be necessary: partnerships ... including planning, finance, labour, communications and other social sectors, partnerships between government and non-governmental organizations, the private sector, local communities, religious groups, and families (Article 7) (World Conference on Education for All, 1990).

The EFA effort has been the lynchpin of recognition that education development cannot take place in a piecemeal fashion, that it must work across the sector and in collaboration with other sectors. Economic growth, sustainable development, good governance, and stable societies all lean on and progress with robust educational systems and an active, educated citizenry.

Gradually, most development actors have recognized that scattered interventions will at best provide temporary solutions to micro-level problems. Sector analysis and sector-wide approaches (SWAs), poverty reduction strategy papers (PRSPs) aligned with educational goals, national education plans, coordination of donor efforts, and collaboration across ministries have all been accepted as essential if progress towards major development goals is to be accelerated. Concurrently, acknowledgement in the discourse has been universal, accompanied by some success on the ground, of the need for stakeholders to share expertise and resources in order to enhance rather than drain capacities of developing country governments. The real burdens and inefficiencies generated by requiring recipient countries to negotiate with and report to dozens of bilateral and multilateral aid agencies, not to mention foundations, international NGOs, and private sector donors have been understood to be counterproductive.

‘Partnerships’, whereby recipients and donors are meant to speak to each other as equals across the table, have been exemplified by

13. Capturing the principles of the Universal Declaration of Human Rights, additional key instruments include: UNESCO’s Convention against Discrimination in Education, 1960; International Covenant on Economic, Social and Cultural Rights, 1966; and Convention on the Rights of the Child, 1989.

organizations such as the Association for Development of Education in Africa (ADEA), which began life as a donors' forum and evolved to include recipient ministries of education as equals. Worldwide multi-stakeholder partnerships, such as the EFA coordination mechanisms (e.g. Working Group on EFA and High-Level Group on EFA) led by UNESCO and its counterpart financing mechanism, the EFA-Fast Track Initiative include donors, governments and civil society organizations. Recently, the High-Level Group broadened its membership to include the World Economic Forum, an important step towards including the business in these mechanisms.

Box 3. Intergovernmental agreements bearing on EFA and MSPEs (see Bibliography for links)

- **International instruments**
 - Dakar Framework for Action
 - Millennium Development Goals
 - The United Nations Convention Against Corruption
 - The Universal Declaration of Human Rights
- **Mechanisms and processes**
 - EFA Global Action Plan (March 2007)
 - Education for All International Coordination
 - EFA-Fast Track Initiative
 - The Paris Declaration
 - Poverty Reduction Strategy Papers
 - UN Delivering as One Process
- **Global frameworks for MSPEs**
 - Global Business Coalition
 - IFC Edinvest
 - The Global Compact
 - World Economic Forum Global Education Initiative

What do these coordination multi-stakeholder partnerships do? What is their weight? What has changed?

The EFA partnership is an elaborate one that has developed a rich and multi-layered canvas of collaboration to monitor progress, set policies and standards, mobilize resources, and work continually to keep the attention of partners – from parliaments to funders to practitioners – on the goals of quality universal education. The partnership is described

in many documents (Fast Track Initiative website, 2007, UNESCO Education for All website). The partnership as a whole has certainly been influential in the increase of disbursements to basic education from 2002 to 2004 (latest years analyzed), from US\$2.2 to 5.3 billion overall and from US\$0.6 to 1.3 billion for the low-income countries (Fast Track Initiative, 2007). The EFA-Fast Track Initiative itself has provided guidelines and technical support to a number of countries for the preparation of comprehensive education sector plans. Donors had committed to a total of US\$570 million for its Catalytic Fund by 2006 and pledged to commit a further US\$360 million by the end of 2007. By the end of June 2007, US\$130 million had been disbursed to eighteen countries.

Box 4. Education for All: Meeting our collective commitments

**Text adopted by the World Education Forum
Dakar, Senegal, 26-28 April 2000 (excerpts)**

We hereby collectively commit ourselves to the attainment of the following goals:

- (i) expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
- (ii) ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;
- (iii) ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;
- (iv) achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
- (v) eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
- (vi) improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

... Implementation of the preceding goals and strategies will require national, regional and international mechanisms to be galvanized immediately. To be most effective these mechanisms will be participatory and, wherever possible, build on what already exists. They will include representatives of all stakeholders and partners and they will operate in transparent and accountable ways.

Donor Harmonization and Development Assistance Partnerships

During the last ten years, through partnerships designed to coordinate and harmonize development assistance, donors have made considerable progress in adhering to common goals and in harmonizing their policies and practice, including in education. In addition to the EFA partnership, high-level forums in Rome (2003), Marrakech (2004) and Paris (2005) have adopted increasingly strong and specific statements about the harmonization of aid (World Bank, 2003; OECD, 2005) which reflect the purposes of the Monterrey Consensus (2002). Four features of these developments are of particular interest to MSPEs:

- A **programme approach** to development assistance/co-operation is increasingly taking precedence over a project approach;
- An emphasis on country-level ownership means that conditionality of aid is shifting to commonly agreed **benchmarks**;
- There is an increased effort and commitment, led by the Nordic bilateral agencies, towards **joint funding** by donors through ‘basket’ approaches, sector-wide approaches (SWAp), and **direct budget support**;
- Finally, as a complement to harmonization, there is greater emphasis on **impact and expenditure tracking**, notably through medium-term expenditure frameworks (MTEF).¹⁴

The necessary consequences of these agreements are that donors and technical assistance institutions need to ensure that business and civil society partners are protagonists in efforts to ensure synergies and avoid fragmentation and duplication of efforts. This trend should have a significant impact on the way MSPEs are conceived and managed (Martens, 2007). The OECD reports that the trend towards the adoption of SWAp-type arrangements is visibly encouraging private-sector development, including in health and education, and one can therefore be cautiously optimistic about the involvement of private as well as public actors in aid harmonization efforts (Development Assistance Committee (DAC) Working Party on Aid Effectiveness, 2007). Most recently, the Ministerial Round Table on Education and Economic

14. Both SWAp and MTEF are mechanisms that are designed to facilitate coordination, transparency, and longer-term stability of aid flows (Riddell, A., 2007). They can effectively support MSPEs, on the condition that the MSPEs are in contact and work closely with these sector-wide instruments.

Development (UNESCO, Paris, 19-20 October 2007) reinforced commitment for building stronger local, national and international co-operation between governments, intergovernmental organizations, educational institutions, international organizations, the private sector and business community, civil society organizations and families (UNESCO, 2007b).

In addition, the United Nations system is currently undertaking a reform process to ensure the continued relevance, coherence and effectiveness of the system and its contribution to the attainment of national and internationally agreed development goals including EFA. The UN's common country programming process also contributes to effectiveness by helping UN Country Teams (UNCT) work collaboratively, in order to increase the impact of agency interventions at country level. The United Nations Development Assistance Framework (UNDAF), which is a strategic programme framework for the UNCT to respond to national priorities, facilitates this process. The UN 'Delivering as One' process will be more and more relevant in the long run, as the number of 'One UN' countries is increasing.

Civil Society and Business

The private sector has always played a significant role in education supply (Development Assistance Committee (DAC) Working Party on Aid Effectiveness, 2007). This role varies, according to national legislation, the nature of the national economy, and the history and culture of attitudes towards private education. Overall, private education tends to play a larger role in developing countries than in OECD countries (UNESCO & OECD, 2002). Generally speaking, the relative importance of private provision is greater at higher levels of education everywhere. However, there are notable and positive examples of private provision of basic education meeting specific needs: inadequate public provision, lack of attention to special needs (notably girls' education), displaced and conflict-affected populations, pre-primary education and vocational and technical education.

With the expansion of demand and the difficulty of many developing country governments to meet demand exclusively with their own resources, private actors have provided expedient and often valuable

alternatives. This is not the place to explore the many issues of quality, diversity, equality, and public finance related to private education. As already stated, the provision of private education is not considered a partnership, according to our definition of the term. However, the development and expansion of multi-stakeholder partnerships for education in recent years has benefited from the existence of an active and experienced for-profit private sector with competencies and networks that can enrich MSPEs.

In spite of our effort to distinguish between our definition of partnerships and straightforward contractual arrangements between the public sector and the private sector, the boundary is not always clear. Many private sector initiatives are carried out by foundations set up by companies. Bilateral and multilateral donors often use the private sector for delivery and implementation of development assistance. Whether or not the private sector actually participates in risk and makes a significant financial contribution in such arrangements is something that has to be examined case by case.

In recent years, a number of factors have come together to lead development assistance institutions to seek the collaboration of private sector actors and institutions. Global civil society institutions have gathered force with globalization, attempting to ensure the participation of citizens everywhere in the world as a counterbalance and a complement to intergovernmental action on transnational questions, including governmental issues and the social sector (rights, health, education). Similarly, corporations have found that their local activities are influenced by global image, action and resources. This has made them increasingly willing to take longer-range views of the bottom line with the result that they may act in areas not directly or immediately profitable but that can provide benefits over time. The business community has, in addition, realized that its employees are enthusiastic about corporate social involvement; thus, the commitments of thousands of employees all over the world can generate the creation of local civil society organizations and a wide network of local partners. Bringing together image, employee satisfaction and loyalty and a longer-term view of what constitutes a good basis for growth, corporations can contribute to sustainable growth and poverty reduction while pursuing their core interests.

III. EXPECTATIONS AND OPPORTUNITIES

There is general agreement that achieving the EFA and Millenium Development Goals requires broadening the palette of actors. There is a need to look realistically, on the basis of experience, at what MSPEs can bring to the EFA effort. UNESCO and the World Economic Forum are each committed to partnerships that bring together both the providers and the users of educational services: the notion of multi-stakeholder partnerships is more than just a slogan, it is a commitment to embedding educational development in the multiple realities in which any expansion and quality improvement will have to take place.

The United Nations as a whole is engaged in a deepening commitment to multi-stakeholder partnerships, through its traditional engagement with civil society on the one hand and new mechanisms to collaborate with the business sector on the other. Some 20 UN agencies, as well as six out of 22 OECD DAC countries have partnership programmes (public-private, or multi-stakeholder) (Binder *et al.*, 2007).

The private for-profit sector (including both large transnational corporations based in OECD countries and local private sector companies), because of opportunities for market penetration and enhanced image – but also to some extent under pressure from civil society organizations or governments for funding and technical expertise – has started to develop programmes in education with local partners as well as mobilizing its employees to support these programmes.

The involvement in multi-stakeholder partnerships by businesses in the ‘South’ is, however, very limited so far.

Civil society groups, diverse in their constituencies and origins, are also diverse in their attitudes to collaboration with the business sector. Many international NGOs participate in global multi-stakeholder partnerships such as UNAIDS, the Global Fund for AIDS Tuberculosis and Malaria,¹⁵ or the Global Compact (see *Box 5*), and have entered into operational multi-stakeholder partnerships at national or regional

15. The Global Fund to Fight AIDS, Tuberculosis and Malaria “was created to dramatically increase resources to fight three of the world’s most devastating diseases, and to direct those resources to areas of greatest need.” It has succeeded in leveraging impressive sums, mostly additional. Actual commitments are US\$1.5 billion world-wide. Its recent donor conference was spectacularly successful, raising total pledges to US\$4.8 billion.

levels. The Global Compact lists an impressive number of international and local NGOs as partners, including International Save the Children Alliance and OXFAM, although no international education NGOs and somewhat unsurprisingly no teacher organizations. Critics claim that the acceptance by major international NGOs of these partnerships has the effect of dampening their critical perspective about the risks of legitimizing transnational corporate interests, without a great deal in return (Martens, 2007).

Some Views from the Stakeholders

Responsibility: “We know that business, trade and investment are essential pillars for prosperity and peace. But in many areas, business is too often linked with serious dilemmas – for example, exploitative practices, corruption, income inequality, and barriers that discourage innovation and entrepreneurship. Responsible business practices can in many ways build trust and social capital, contributing to broad-based development and sustainable markets” (The United Nations Global Compact, 2007).

Commonality: “The basic concept of partnerships is simple and straightforward – to identify common ground between the private and the public sectors and to combine the skills and expertise of the private sector with the public sector’s legitimacy and knowledge of development issues. Partnerships focus on the many areas where private sector actors and public institutions can engage in win-win relationships, such as health, education and community development” (The United Nations Global Compact, 2007).

Scrutiny: “Society is exercising greater scrutiny and concern about corporate practices related to sustainable development. It is shifting from focusing on direct impacts to addressing the wider influence businesses have on the public policy environment and the way businesses behave in this environment” (Beloe *et al.*, 2007).

Complexity: “Coalitions do not travel the road to social change alone, and the other vehicles on the same path can help and hinder their progress. Funders, governments, INGOs and other networks engage with coalitions in particular ways. If managed with care, these relationships can be mutually beneficial and help everyone progress further along

the road, negotiating the road blocks and straying livestock or other hazards that inevitably affect any bus journey, and helping the coalition to find and stay on well-paved roads” (Tomlinson and Macpherson, 2007a).

Creativity: “The PPP instrument has provided fresh impetus and ideas to German development co-operation. It has generated innovative initiatives that can serve as models for bilateral development co-operation, it has intensified the dialogue with the private sector on development issues, and mobilized additional resources for development tasks, even if it is not possible to state their volume precisely. Thus, PPP complements Germany’s set of development instruments in a meaningful way, even though it cannot serve as a substitute for policy advice, institution-building or similar activities” (German Development Institute (DIE), 2003).

Opportunity: “... partnerships to undertake development-related tasks in countries of the South (such as ‘providing cheap medicines to save lives’) also provide opportunities for corporate image enhancement, vehicles for market penetration by providing already powerful enterprises with preferential access to developing country markets, and other means of increasing competitive advantage and policy influence, for example, through privileged access to developing country governments” (Zammit, 2003).

Asymmetry: “Partnerships are often viewed in a too harmonious perspective. Potential conflicts of interest and asymmetric power relations are often not recognized as complicating factors that may hamper the achievement of development objectives” (Jørgensen, 2006).

This selection of quotes gives a fairly representative sample of the hopes, observations, cautions and worries generated by partnerships for development. Reviewing the literature makes it clear that enthusiasm is strong, and that implementation runs into many practical difficulties that prevent clear conclusions about impact and even about models. Like all complex undertakings, there are many surprises along the way, and assumptions that difficulties can be simply or smoothly solved are generally incorrect.

The assumption on the participants' side is that these on the whole relatively informal partnerships open a new space for collaboration and that partnerships are greater than the sum of their parts. Thus, the reasoning goes, all parties can develop shared objectives, contribute from their special competencies or assets, and create a result that benefits recipients of a project and each other. While this is undoubtedly true in certain circumstances, there has probably been excessive optimism in the past about the ease with which appropriate conditions can be created for a nexus of success.

What brings partners together? Frequently, the initiative comes from a donor, who injects seed money into pilot or demonstration projects, thereby stimulating co-operation between a broad number of stakeholders involved in particular project. It seems that most partnerships arise from a programme or project idea rather than a clearly identified need (Ahmed, 2000). The private sector normally contributes technological and organizational competence as well as access to markets and its own specific dynamism, whereas development agencies bring in complementary expertise in other fields, e.g. with regard to organizing stakeholder dialogue, facilitating government contacts, or enhancing the efficiency of relevant public institutions (Altenburg, 2005).

Businesses often cannot, or will not, engage in partnerships without a substantial financial incentive from the public sector to do so. The actual financial inputs of the private for-profit sector into development activities are small in absolute terms. Hopes are that their wider resource contributions can be much larger in terms of disseminating good practices and encouraging local initiatives that can generate funding. The assumption that MSPEs generate financial resources from the private sector that would not be forthcoming otherwise needs to be carefully examined, and both inputs and expectations made explicit at the outset of a partnership. Although much of the literature promoting multi-stakeholder partnerships claims that there are converging interests among the partners, this assumption also needs to be clarified jointly at the outset. Indeed, converging interests may not be necessary for a partnership to be successful (Zadek *et al.*, 2002).

Box 5. The United Nations Global Compact

The Global Compact asks companies to embrace, support and enact, within their sphere of influence, a set of core values in the areas of human rights, labour standards, the environment, and anti-corruption:

- **Human Rights**
 Principle 1: Businesses should support and respect the protection of internationally proclaimed human rights; and
 Principle 2: make sure that they are not complicit in human rights abuses.
- **Labour Standards**
 Principle 3: Businesses should uphold the freedom of association and the effective recognition of the right to collective bargaining;
 Principle 4: the elimination of all forms of forced and compulsory labour;
 Principle 5: the effective abolition of child labour; and
 Principle 6: the elimination of discrimination in respect of employment and occupation.
- **Environment**
 Principle 7: Businesses should support a precautionary approach to environmental challenges;
 Principle 8: undertake initiatives to promote greater environmental responsibility; and
 Principle 9: encourage the development and diffusion of environmentally friendly technologies.
- **Anti-Corruption**
 Principle 10: Businesses should work against corruption in all its forms, including extortion and bribery.

Expectations of Partners

Governments, donors, business and civil society organizations have different aims, constituencies and ways of working. While obvious, these are not always adequately discussed and acknowledged in developing co-operation arrangements. Each body has demands and requirements for working with partners that are legitimate for its own functioning, but that may collide with equally legitimate demands and requirements of its partners. Government has the primary responsibility for the public good: universality, equity and quality of education. If it renounces this responsibility this represents both a moral failure and a risk of political (and electoral) failure. The private sector has legal and image responsibilities for the public good, but its primary

responsibilities are for profit and the ingredients that go into profit: image, branding, efficiency and effectiveness. Civil society organizations vary enormously in their primary goals and objectives: however, they are responsible to their constituency and funding base – which is often closer to communities and end users than either the public or private sectors'. There are, fortunately, many overlapping objectives that include economic growth, broad access to public services, relevance of education, effective institutions and governance, and an educated citizenry, among others (see *Box 6*).

The expectations of public and civil society sectors for partnerships involving the private sector have often been based on the hope that substantial additional resources for education could be mobilized through public-private partnerships or MSPEs. In fact, private sector contribution to the social sector is small in relative terms, and there is little evidence that this will change substantially in the future. Reliable figures on overall business spending on development (or on education in developing countries specifically) do not exist; available information shows that as measured by overall development assistance it is very small as a percentage of overall spending (German Development Institute (DIE), 2003).¹⁶ For example, in spite of high hopes that the creation of the Global Fund for AIDS, Tuberculosis and Malaria (GFATM) would leverage considerable private sector contributions, and in spite of recent impressive pledges, spending so far is only at about 5% of the overall investments (OECD Development Assistance Committee, 2006). While the OECD Development Assistance Committee (DAC) statistics include data on private flows of investment at market terms (foreign direct investment) and on private grants from non-governmental organizations, it does not even collect information about business grants or spending on the type of partnerships covered in this study (OECD Development Assistance Committee, 2006).

In consequence, hoping that MSPEs will make a major contribution to expanding resources available for education risks obscuring the very real potential of MSPEs to build coalitions, stimulate innovation and research, and contribute to creativity and diversity, as listed and outlined later.

16. Voluntary contributions from the private sector to UNESCO's budget ... in 2006 ... amount to less than 1% of total allocations. UNESCO Executive Board document 176 EX/INF.9, para. 10.

Spending by not-for-profit civil society organizations (foundations, NGOs, religious organizations) on education is quite significant, although even here calculations vary and an overall picture is hard to establish. Indicators from bilateral donors and DAC point to significantly higher spending by civil society than the for-profit sector on development in general, which is hardly surprising.

The private sector invests in not-for-profit partnerships when these contribute to its core business in some way. When fiscal and regulatory policies are favourable, corporations establish foundations and other not-for-profit mechanisms that can be several steps removed from their direct profit-making interests and may have a wider range of partnerships and spending activities than businesses themselves. When a corporation enters directly into a not-for-profit partnership, it is necessarily looking for more or less long-term added value for its business, such as image promotion geared towards both local and global customers, risk and expectations management, market development (both direct development of market potential as well as relationships with potential customers) and workforce quality as related to training, community relations, or entrepreneurship. The literature reveals that a perception that partnerships have been entered into by business purely for financial gain tend to result in bad functioning or failure. So, the ethical and moral commitment, generally on the part of individuals, is an important underlying feature, if not the only reason for successful partnerships.

If the principal value of MSPEs to EFA is not a major expansion in resources, then what can one expect and what needs will MSPEs best meet? Potential partner benefits are excellently summarized in *Box 6* below. While these expectations are typical, and intentions are good, hard evidence of the overall impact of interventions is scattered and difficult to present in a way that allows for broad conclusions. Many presentations, like the one in *Box 6*, derive principally from logic and hypothesis, and can give the impression that difficulties are minimal. Those that are drawn from experience generally also stress the complexity and resource requirements that must go into every stage of the partnership in order to ensure its success.

Box 6. A vision of potential partner benefits of MSPEs

Achieving social and environmental objectives.

This is a clear objective of governments and civil society organizations, and in some instances one of business, not least because of its emerging relevance to their financial interests.

Increased access to resources.

Accessing financial, technical and managerial resources, which can help to address both common and partner-specific aims.

Better access to information and risk management.

This can help both private and public institutions improve service delivery, and enable them to better manage risk and implement conflict prevention measures.

Building social capital.

Enhancing the quality of key relationships, particularly between partnering organizations and the constituencies they represent or seek to serve.

Growing human capital.

Creating new opportunities for training, placements, mentoring, exchanges, incentive programmes, awareness raising, volunteering and leadership development.

Improved operational efficiency.

Achieving reduced risks and costs, increased process efficiency and better service delivery.

Organizational innovation.

Helping partnering organizations develop new ways of operating to meet complex challenges and opportunities.

More effective products and services.

Governments and NGOs as well as businesses often provide services. Partnerships can create openings for the more effective design and delivery of such products and services.

Enhanced reputation and credibility.

Building better relations with key stakeholder groups that will benefit directly or indirectly from the partnership.

(Zadek *et al.*, 2002: 3).

Opportunities

What are the benefits of multi-stakeholder partnerships? Practitioners point to benefits both for the stakeholders – in this case, learners, education personnel, communities – and for the partners themselves.

For the end user, these can include innovation and response to specific needs, increased resources, broader choice, greater involvement in design and decision-making, and enhanced relevance of education to the economic and social context (Adam *et al.*, 2007). Interestingly enough, the knotty problem of sustainability is seen very differently in different settings. Sustainability of MSPEs is pointed out by many observers as difficult to achieve, with partners dropping out or losing interest as the focus of their institution or staff changes. On the other hand, where governments are weak or the top officials change frequently, partnerships can be more stable in their support to particular projects and provide sustained effort for projects that is absent from government. The sustainability of educational outcomes is the principal objective, but successful partnerships provide a model and a compass for improving these outcomes.

For partners, there is a range of positive outcomes, not all present in all partnerships by any means, but included in many descriptions of experience on the ground, among which are: enhancement and complementarity of capacity, leveraging of resources, better ownership, legitimacy, good community relations, and sharing of risks. A longer and appealing list is the one in *Box 6*.

Global multi-stakeholder partnerships can, their proponents claim, enhance development activities and international co-operation in three key areas: governance, participation, and implementation and financing (Martens, 2007). Taking these three areas and applying them also to partnerships involved in direct programme implementation gives us a useful thematic lens through which to view the added value of MSPEs, for the end users and for the partners.

Governance, in the larger sense of how policies and decision-making are carried out by an institution or set of institutions, is at the core of why MSPEs should be taken seriously. The idea that all sectors of society – public, private, civil society – should be involved in governance has taken firm hold in most multilateral institutions as well as in national settings. The notion that all key actors should participate in decision-making processes and therefore share in responsibility for results, good or bad, is a powerful one.

Bringing a broad palette of stakeholders together to provide inputs into policies and governance of educational systems is a logical and appealing idea. Business has much to contribute to improving the relevance and quality of education, for example. Civil society groups have a long history of standing up for equality of opportunity, on the one hand, and defending the rights of particular groups, on the other. These commitments and inputs can strengthen education at the system level, and be put to good use for practical implementation.

Participation is the key to success of any innovation or reform. Here too, MSPEs can ensure representation of all the main actors in innovation and change. The broader goals of improving education can be enriched by providing better links between different actors at the governance level and in implementation. Mutual learning from broad participation both internationally and at programme/project level is often signaled as a real benefit of MSPEs.

Increased **financing** is a major goal of any partnership. The aim to mobilize resources that would otherwise not have been available often underlies the motivations for creating MSPEs. It is not uncommon for each of the partners to assume that most of this added value will come from the others. The public sector and civil society organizations can imagine business as a potential rich uncle, bankrolling worthy but needy endeavours. Businesses, of course, put their activity, including CSR activities, in the framework of profitability and can be reluctant to participate financially without some specific incentives on the part of the public sector. Indeed, in most partnerships that include donors, the business and civil society are very significantly underwritten by the donors.

Time frames for all these goals have to be realistic. “... Partnerships require large up-front investments in terms of time and resources spent on communication and institutional design. The benefits from multi-stakeholder partnerships tend to accrue only in the medium to long term” (Steets, 2005). Variations of this observation are widespread in the literature, and they need to be taken seriously. Attempts to collapse the timeframe of educational change unduly through bypassing the preparatory phases, whether in pilot or large-scale projects, inevitably lead to delays, frustration, and ultimately to disappointing outcomes.

Finding the Right Nexus for Collaboration

If one looks at *Box 6*, as well as the column entitled ‘Comparative Advantage’ on Table 1, one can venture a few hypotheses about probable areas of collaboration that bring together the comparative advantages of for-profit and civil society organizations, complementing the public sector and its responsibility for public goods. These are based on descriptions from current partnership websites and papers, and on the numerous listings of specific competencies the private sector brings to education.

Making education relevant for the economy: There are many ways that public, private and civil society organizations can team up here. The capacity of the private sector to train its employees has been demonstrated; civil society organizations have the networks and the ability to reach out to communities so that identifying needs and devising programmes to meet them locally can be fruitful. There are many examples of such programmes. The challenge is to make them broad enough to make a difference system- or at least community-wide. This is especially important in the EFA context, notably in terms of *ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes* (EFA Goal 3).

Innovation: Whether it is in the production of new teaching materials, the design of schools and furniture, or the use of technology to expand or deepen the educational experience, the private sector has much to contribute. In the realm of communications technologies, the challenge is to ensure stakeholder participation to make sure that the learning and teaching goals are clearly defined first, and the technology sought that will meet those goals. Incentives by donors and other partners to encourage private sector investment in the development of products and knowledge needed in poor countries but that are not immediately profitable have been successful in some areas (Holden and Brown, no date, probably 2002, Negroponte, 2007); more attention could be paid to this possibility in the area of education.

Programmes targeted to specific groups: Reaching young people who are out of school is a major challenge in the developing world. Civil society groups have often succeeded in devising appropriate

mixes of youth-friendly services that can meet the various social, health and economic needs of young people who have never been to school or who left prematurely. Associating business with such programmes has been successful. Similarly, special needs groups can benefit from the innovation, technology and research of the private sector as tools that can facilitate integrations and learning (see the case example in *Box 8*). Social marketing, using the marketing expertise of the private sector, is another area that lends itself to MSPEs. Reaching the EFA goals will require targeted approaches to reach excluded learners of all ages.

Technology and financial and management techniques: Technologies for education in resource-poor situations hold out a hope for shortening the development cycle. The private sector takes an interest in this area and has been prominent in innovation. Further, few people would question the experience that business can bring to effective and efficient management techniques. A number of partnerships have contributed to evaluation, systems reviews and project inspections. TECH/NA! described in *Box 7* is a very promising MSPE, fitting nearly all the criteria for needs assessment, good governance, and accountability set out in this study.

Improving the learning environment: The private sector is generally involved in creating and maintaining the basic infrastructure of education systems through contracts for buildings, materials, energy, communications and so on. It also supports improved learning environments through philanthropy that ranges from providing IT for schools to distribution and supplies to scholarships. Building on existing experience and expertise through multi-stakeholder partnerships should hold out the possibility of “significant private sector competency being applied effectively to high need areas in the education system” (World Economic Forum, 2006).

Box 7. TECH/NA!

Established in 2005, Namibia's Information and Communication Technologies (ICTs) in Education Initiative, TECH/NA!, is part of a sector-wide approach – a key component of Namibia's overall education plan, the Education and Training Sector Improvement Programme (ETSIP). TECH/NA! is a comprehensive strategy for the integration of ICTs across the entire education sector. The 55 partners include Strategic Partners (defined as dedicated facilitators for the development of the TECH/NA! Policy and Implementation Plan) and Implementation Partners.

TECH/NA!'s main goals are to equip, educate and empower educational institutions with hardware, software, connectivity, curriculum, content and technical support, to educate administrators, staff, teachers and learners in ICT literacy and ICT integration, and to empower communities.

The preliminary cost estimate of Phase 1 of the Namibian ICTs in Education Initiative is approximately N\$209,903,000 (approximately US\$30.8 million) over the next three years (2007-2009). Support for this initiative has come from many local and international partners both in terms of in-kind contributions as well as financial support. The Government of Namibia has already committed nearly N\$20million in the financial year 2006/2007. In addition to the funding provided by the government, various development partners, NGOs, civil society organizations, and public and private partners are providing financial and in-kind contributions.

The most striking and tangible result of the MSPE was the full integration of the TECH/NA! Implementation Plan into the national Education Plan, ETSIP. TECH/NA! is a key component of the sector-wide strategy to achieve ETSIP's goals.

GeSCI continues to view Namibia's TECH/NA! initiative as its flagship project and actively invites stakeholders to share their experiences internationally. GeSCI will also continue to gauge Namibia's progress as it moves through implementation and engages in monitoring and evaluation, sharing its experiences with ministries of education in other partner countries. Peer-to-peer knowledge sharing is a core function of capacity building and one which reaps fruitful rewards for all parties involved. While a successful initiative cannot necessarily be replicated in any given environment (taking into account cultural, social, political and environmental contexts), the processes the initiative engages in to achieve its objectives can be shared with peers, across sectors in-country, and among peers in all environments who are striving to achieve similar objectives.

Source: Niamh Brannigan, GeSCI (The Global e-Schools and Communities Initiative).

The preceding list, only an indicative one, is intended to help tease out ways in which the know-how of each of three types of partners – public, private and civil society – can come together to meet groups of needs. It is also intended to point out that any successful partnership must begin with a hard look at unmet needs, and the available

competencies, before devising programmes. Again, the point should be made that such programmes should be designed to complement rather than overlap with, distort, or bypass broad sector plans developed in the context of EFA.

Box 8. Explor@: Creative and Entrepreneurial Experiences for Youth

In Costa Rica, the Omar Dengo Foundation (ODF), Wal-Mart, the Ministry of Public Education, the Ministry of Justice and Microsoft have joined their efforts to offer children and youth at social risk a set of non-formal learning experiences aimed at developing their creativity, productivity and healthy recreation. The partnership that they have set up is aimed at providing an innovative educational service to underprivileged children and youth. Spanning a four-year period (2006-2010), the project is intended to benefit approximately 20,000 children and youth all over the country.

Between 2006 and 2007, Explor@ has achieved the following:

- Launch of two 'Dulce Ayuda' (Sweet Aid) campaigns to support Explor@ in 2006 and 2007.
- 216 organizations affiliated (non-profit organizations, universities, the Youth Council, the Children's Office, and others).
- 45 training courses given to facilitators all over the country.
- 906 facilitators trained for the execution of this program and located throughout the country.
- Building of computer lab and classrooms for training facilitators and teachers at ODF's facilities.
- By December 2007, more than 5,000 children and youths will have benefited from the implementation of the project.
- Young participants are getting from the process a renewed vision of their own abilities, making them feel that they can support community projects, and a sensation of empowerment that allows them to assume a more participatory role wherever they go.
- Valuable experience in partnering for ODF and the other organizations involved.

Key partnership outcomes are that:

- All partners are committed;
- They share the challenge;
- They feel they own the project;
- They establish direct, clear, and assertive communication among each other;
- They have common objectives and goals;
- Each partner organization has a leader;
- Strengths and weaknesses of the partners are complementary.

Source: Eduardo Monge, Omar Dengo Foundation, Global Knowledge Partnership.

IV. IMPLEMENTATION CHALLENGES

The Regulatory Context

In countries where the governance and legal systems are both strong and stable, multi-stakeholder partnerships can profit from the existing regulatory framework. In many developing countries the basic legal system is not strong enough to cover multi-stakeholder partnerships and the absence of adequate regulatory mechanisms can be frustrating for all partners. Private partners feel hampered by the lack of favorable fiscal measures for investment or contributions to education, and public partners can find that lack of transparency at the outset or during projects can be a liability.

Objectives for multi-stakeholder partnerships for education need to be realistic in context and positive in their overall impact on education systems. At a time when donor coordination, priority-setting by recipient governments, and basket funding are agreed-upon ideal norms to which the public sector has adhered, it is important that MSPE expansion should contribute to rather than distort government priorities. Leaving aside private schools, their principal contribution will certainly not, in the immediate future, be a substantial increase of overall resources viewed on a national or international scale. Restating this obvious fact is not intended to distract from the real potential but rather to introduce realism and encourage focus on the innovative power of partnerships. Their biggest promise is in expanded quality and diversity, for example in contributing to diversity of provision and material, in innovation, in added value for specific target populations, in specific services that the public sector cannot provide. To give only one example here, the excellent programme ‘Learning for Living’ that reaches some 900 primary schools and over one million pupils all over South Africa, financed by Business Trust and managed by an NGO named READ together with the South African Departments of Education received between US\$15 and US\$20 million (Bertsch *et al.*, 2005). This is an impressive figure on its own, but is approximately 0.06 per cent of the South African budget for education.

Assembling a variety of stakeholders is a complex undertaking. Often, in education, there is a technology component with one or several

leading technology companies contributing equipment (hardware and software), expertise or both. Partnerships can range from simple to complex, bringing together a few partners for a short time, or a broad palette of business, governments and not-for-profit organizations working in several countries. Partners contribute diverse expertise and varying levels of involvement. What brings them together? Frequently, the initiative comes from a donor, who injects seed money into pilot or demonstration projects, thereby stimulating co-operation between a broad number of stakeholders involved in particular project. It seems that most partnerships arise from a programme or project idea rather than a clearly identified need (Ahmed, 2000). The private sector normally contributes technological and organizational competence as well as access to markets and its own specific dynamism, whereas development agencies bring in complementary expertise in other fields, e.g. with regard to organizing stakeholder dialogue, facilitating government contacts, or enhancing the efficiency of relevant public institutions (Altenburg, 2005).

Regulation so far has been on the whole voluntary. The Global Compact lays out a number of integrity measures (see *Box 5*), which include requirements for reporting by participating businesses, and a structure for receiving and dealing with complaints. There is no legal mechanism for enforcing these. The Global Compact website lists inactive and non-communicating companies (those who do not comply with the reporting requirements) but does not provide further information about respect for integrity measures. The information about individual companies on the website is self-reported by the companies, and the Global Compact office does not take responsibility for its accuracy.

Box 9. Norms and standards (see Bibliography for links)

Global Compact Ten Principles

Norms on the Responsibilities of Transnational Corporations and Other Business Enterprises with Regard to Human Rights

The International Labour Organization's Declaration on Fundamental Principles and Rights at Work

The Rio Declaration on Environment and Development

The United Nations Convention Against Corruption

The Universal Declaration of Human Rights

There is considerable attention in the literature to issues concerning regulation. On the public sector side, the concerns relate mainly to methods for selecting partners to ensure open access and fair competition. These can be grouped into the following categories:

1. Selection of partners by UN and/or bilateral funding agencies.

The United Nations and its specialized agencies have developed highly structured ways of working with civil society organizations. UNESCO, for example, has criteria for official relations with NGOs requiring an NGO to exist for two years before entering into 'operational' relations, then defining joint areas of interest and submitting a number of documents before achieving the status of 'official relations'. These relations are spelled out in official guidelines, monitored, reviewed and adjusted according to need and to the responsiveness of the NGOs. Other agencies have similar systems. No such system exists for private sector relations. There are several disadvantages resulting from the absence of such a system (Zammit, 2003). First, there is no structured mechanism for oversight (by governing bodies or by outside complaint) of these relationships, and while the UN (UNESCO included) does due diligence to make agreements that correspond to its constitution and ethical commitments, these depend on good will, good faith, and trust. Second, the absence of formal procedures leaves open the possibility of market distortions and conflict of interest resulting from the choice of one private sector partnership rather than another.

- 2. Guidelines: who establishes, and who enforces?** At present, partnerships for development are almost entirely self-regulated. The Global Compact has in recent years, partly in response to pressure from UN Member States and other groups, tightened up its procedures and developed specific guidelines. These are used, although not obligatorily, by most of the UN system. Still, self-regulation by the private sector has not been without its difficulties and critics in other areas (environment, labour practices and so on), and it would be very naïve indeed to consider that the slightly less problematic area of education can escape regulatory problems without structured oversight. The role and responsibility of the public sector also needs to be clear, for the benefit of the end users and also for the other partners (Ahmed, 2000).

3. **Competition and conflict of interest.** The choice of partnerships of the kind this paper discusses is for the moment a self-selecting process. Willing partners get together and agree on what is to be undertaken. It is up to them to establish the formal foundations for the working of the partnership. There is no established mechanism for selecting one company rather than another, and it is easy to see how at quite low cost a company – in the area of ICT, for example – could obtain a strong competitive advantage in the education market by participating in a small-scale demonstration project.

Box 10. What are the preconditions of partnership?

Business Partners for Development's focus projects have shown that partnership success depends on a series of preconditions that need to be developed if they do not already exist.

These are:

- Activities that, if delivered through tri-sector partnerships, will produce added value for all partners;
- Activities that require sets of skills or resources from across business, government, and civil society;
- Evidence that alternative mechanisms would be less effective than working through a tri-sector partnership model;
- Partners that understand that some modification and compromise is necessary to create a sustainable partnership;
- Potential partners with the capacity to negotiate;
- At least one internal champion to drive the partnership-building process forward within each of the organizations;
- An existing operational or planning process into which partnership building can integrate

Source: Business Partners for Development, 2002.

4. **Reporting and transparency:** The lack of accessible hard data on existing partnerships is striking. Often, cases are described in an overly abbreviated manner, budget figures are rounded and self-described as approximate, timelines are vague, and the relationship between objectives and outcomes has to be inferred. In some cases, but not all, global figures about the level of contribution of different partners are given. Similarly, breakdown of expenditure, accounting and the nature of agreements are often difficult if not impossible

to locate and examine. This is an issue for transparency at the international level: it is even more an issue for the stakeholders, who can be unaware of financial commitments made instead of or in addition to existing plans and programmes. Of all the issues surrounding partnerships, including MSPEs, this is perhaps the one that is the key to progress: transparent decision-making and reporting from the outset and throughout a partnership will not eliminate problems, but it can facilitate correction, accountability, and a collective agreement about progress towards the desired results.

Reporting about the workings of a partnership is important for outcomes. It is also important for each of the partners. Projects or programmes that are undertaken without sufficient background knowledge of similar work could benefit from a register of partnerships that is complete and up to date (Farrell *et al.*, 2007). Better reporting about partnerships could stimulate competition and additional offers. Indeed, the New Partnership for Africa's Development (NEPAD) project evaluated by Farrell *et al.* points out that access to more information for civil society groups in each country where the demonstration project was implemented could have resulted in benefits for all concerned.

5. **Legal, fiscal and contractual regulations** are viewed by partners as an important issue. Businesses feel that the fiscal and regulatory climate in many developing countries is not favourable for multi-stakeholder partnerships, with too many risks involved if other partners do not live up to their agreements. The literature on partnerships in other areas reports some reluctance on the part of the corporate sector to be too specific about aspects of partnership because of possible damage to competitiveness. Informal partnerships make it easy for some stakeholders to withdraw when difficulties arise, leaving the remaining partners to deal with the consequences. The potential for complications grows with the number of partners. While each situation is different, clearly there is room – and need – for the creation of authoritative guidelines that can be agreed upon and used when problems arise. It seems evident that the UN, the World Bank and other intergovernmental organizations need to

continue work enabling them to serve, singly and collectively, as honest brokers.

Keys to Impact

Partnerships are created for a purpose, and the outcome is ultimately the test of a successful partnership. Still, the literature makes it clear that partnerships, perhaps especially MSPEs, are also in themselves developmental processes that involve mutual learning, building on both success and disappointments, and identification of ways forward. Partnerships are, on the whole, conceived with an assumption of trust and shared objectives. This can be a way to avoid delays, move quickly and focus on results. But it can prove to be problematic when the inevitable difficulties arise, even when – and one supposes generally – all partners are in good faith. Several analyses point to the fact that early assumptions about what will constitute a partnership and how it will evolve can make solving problems complex for lack of precision about the roles and responsibilities of each (McKinsey and Company, 2005). There is no magic bullet. Two main methods for anticipating such difficulties are available: detailed planning, and explicit agreements about how to stay the course and solve problems. These two ingredients are often absent in contemporary partnerships, with general good will attempting to serve as a substitute for clarity about problem-solving. The Partnering Initiative, for example, recommends making explicit for each partner the context and assumptions of a partnership, as well as detailed resource mapping (Tennyson, 2003). Using the themes suggested in the first section, we examine here some typical challenges to MSPEs and comment on the ways they can be addressed.

Needs assessment

The initiation of projects is often based on a definition of needs that comes largely from outside the implementation context. In addition to an on-the-ground familiarity with the end users or recipients of a particular action, needs assessment should involve an overview of previous actions that can inform the MSPE (Farrell *et al.*, 2007). The partnership being initiated needs to benefit from a review of national plans and programmes, as already emphasized, as well as to

commit to working with and through other players in the particular area (see *Box 7*). Partnership initiators must have the humility to accept that the history and experience embedded in communities, schools and educational institutions will not be entirely rewritten by the good will of a new configuration of players. A needs assessment is essential – and constitutes a potentially critically important learning process for partners and stakeholders alike (Hurrell *et al.*, 2006) – to strengthen what already exists and ensure the value of an undertaking. The preceding may seem blindingly obvious, yet it is a step that is very often abbreviated in practice. While, in some instances, the lack of a needs assessment will do no grave harm, it may still hamper the achievement of optimum results. Needs assessment could provide the fundamental institution- and community-building support that come with more careful planning.

Needs assessment is important for another set of reasons: pilot projects almost always cost more in relative terms than system-wide reform. Indeed, the ability to use more resources in a particular setting to test new ideas, provide laboratories for experimentation and develop poles of excellence is essential (see *Box 11* that exemplifies the response to a very specific need and that has generated what the partners feel is a scalable project). Nevertheless, when the public sector is involved in pilot experiments, it is important that they do not displace major resources or distort agreed-upon national priorities. This can happen indirectly and even inadvertently, when the cost of sustaining a pilot reverts to the public sector after the other partners have completed their commitments. It can happen directly, when public sector human resources are essential for implementation of large-scale projects, and these costs are not factored into the MSPE. Taking for example a widely known and in many ways model MSPE, the One Laptop per Child project (OLPC): it has assembled an impressive array of contributors, has been able to sponsor R&D in an area where companies initially did not want to invest, and has field-tested and made agreements with a number of developing countries for purchase of the laptops (Negroponte, 2007). Still, the original assumptions about needs were based almost exclusively on thinking and research that took place in the United States, and the originators of the project are somewhat dismissive about the potentially high displacement costs of

a US\$188 laptop for children in countries where the current annual expenditure per learner is nowhere near that amount.

Box 11. Sustainable community development: Partners in Learning

Microsoft and South Africa

Lonmin is one of South Africa's largest platinum producers. Operating in the Marikana region of the Northwest Province – about an hour from Johannesburg – the company draws its labour pool from 29 local schools. As mining has become increasingly sophisticated, workers need high levels of digital literacy to be effective. The local school system was unable to provide ICT skills to its students. Lonmin partnered with Microsoft Partners in Learning to gain a framework for giving students the ICT skills they needed.

The partners created 25 computer labs within six months. These reached 15,000 students through 500 teachers, using local resources for sustainable community development. The model gained can be used throughout the country.

During the process, Microsoft and Lonmin Community Development Trust also addressed the need for IT infrastructure. Microsoft provided software, while Lonmin Community Development Trust equipped 25 computer labs with 25 to 30 refurbished PCs per lab. In addition, a local Microsoft partner was brought in for implementation. This partner is also a black South African empowerment partner, thus contributing even more to community development.

The South African Department of Education has also become involved, a move that has raised the project's visibility throughout the country and encouraged other companies and districts to adopt a similar approach.

All stakeholders are benefiting from the partnership between Lonmin and Microsoft. Students are gaining valuable skills that enhance their employment viability and earning power. Teachers are getting the resources they need to improve the quality of teaching and learning, using ICT programs. And Lonmin is getting a trained workforce. Ultimately, this program will reach all students in the Marikana region, all of whom will graduate with competent levels of digital literacy. To put it in perspective, consider the following: this program will reach 15,000 students through 500 teachers.

Source: Reza Barden, Microsoft South Africa; General inquiries: pilwapm@microsoft.com

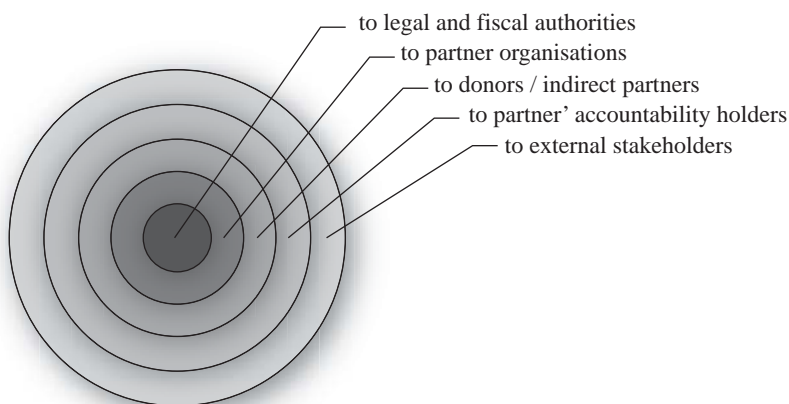
The preconditions outlined in *Box 10* highlight the careful thought and planning needed to go into a partnership. These imply, but do not clearly state an additional and essential condition for impact, which is the link between any MSPE programme and national education sector plans for EFA. This cannot be stated strongly enough: while innovation, pilot projects, and responses to special needs are excellent

results of MSPEs in many cases, international governmental and non-governmental organizations need to ensure that they explicitly fit in with and recognize national sector plans. An important role for an initiative such as PfE will be to keep research, debate and collection of evidence about needs high on the international agenda.

Ownership and accountability

Ownership (in the sense of having commitment to and recognizing some responsibility for a particular course of action) and accountability go together. One cannot demand accountability from people or groups who are not identified as or who do not identify themselves as participants. Furthermore, a real understanding on the part of individuals and their institutions of who is accountable to whom and when is essential for problem-solving. Accountability is a complex issue that needs to be addressed at the outset. On the one hand, the observation that “accurate and timely information is critical for effective planning and management of service delivery, for performance monitoring and accountability and involving citizens in PPPs, but is generally lacking” (Department for International Development and Aga Khan Development Network, 2003) is echoed in quite a few studies of partnerships. On the other hand, accountability can have varied meaning in an environment of multiple partners each with its own institutional culture. An appropriate balance needs to be found that allows for the partnership to be directly accountable for its actions and for each participant in the partnership to satisfy its constituency in terms of accountability.

Diagram 1. Layers of accountability for partnerships



Source: Steets, 2005.

This is not easy, and at the minimum requires each participating organization to delegate to the partnership a representative who has the confidence and authority to make decisions, accept changes in previously agreed policy, and manage the partner relationship so as not to hamper its functioning. “Partners demand control over their representatives and the structures they set up, as well as respect for their interests and positions ... control can hinder the partnership’s ability to operate and to find effective solutions” (Steets, 2005).

Ownership, ultimately, must be felt by all the groups in the above diagram except the legal and fiscal authorities. Any of the four groups identified can slow or halt progress if they do not ‘own’ the commitment to the partnership’s goals. While individuals are often crucial in driving partnerships, the individuals concerned must have the confidence and support of their institutions in times of difficulty. External stakeholders include, of course, the participants and/or beneficiaries of programmes: learners, teaching personnel, communities. Hostility or even indifference can create great implementation problems.

Accountability, then, has to be part of governance, but accountability is a knotty part of multi-stakeholder partnerships (Newell *et al.*, 2006). In global partnerships, such as UNAIDS, the Global Compact, and the Global Fund, (and within the UN, in the case of ILO) where civil

society and business are included in decision-making mechanisms, accountability is fairly straightforward, although of course not perfect by any means. In a multi-stakeholder partnership such as the NEPAD e-Schools Demonstration Project, that spans 16 national governments, five of the world's largest ICT corporations, numerous regional and national supporting companies, and a lead agency (NEPAD) accountable to the heads of all national governments on the African continent, a detailed picture of who is accountable to whom is difficult to determine: "Obviously the responsibility for the protracted and uneven implementation of the Demo [Demonstration Project] cannot be assigned to any one of the major project partners" (Farrell *et al.*, 2007). If no harm has been done, then one can presumably just chalk up the "protracted and uneven implementation" to experience and move on. But at a minimum, financial resources have been wasted, and in many cases opportunities foregone, human resources distracted from other essential tasks, learning experience thwarted, and so on.

Ownership and accountability are essential for a final reason, which is the need for all to understand and share in the transaction costs. Many studies point to the high transaction costs of multistakeholder partnerships. This is not necessarily pointed out as a negative feature, but one that needs to be factored in to planning – both for direct costs and human resources. The public report on the NEPAD e-Schools Demonstration Project points out that "complex project(s) require significant fiscal and human resources" and that not planning adequately for how the resources would be raised and provided to the project created problems with leadership, project management, and the time frame for the overall project (Farrell *et al.*, 2007).

Another view, not directly linked to transaction costs, is nevertheless cautionary for complex partnerships and the additional resource management tasks associated with them: "Analyzing the impact of money on a coalition is key to understanding its dynamics ... international funding can distort a coalition's agenda, lead to dependency, and distort its core purpose from that of working together for social change to that of grant management (Tomlinson and Macpherson, 2007a). That is, if the management and the mobilizing of resources for the partnership itself are left out of the original plan, this creates strains and distractions later on.

Unforeseen costs as the partnership progresses are generally related to managing the partnership itself, upkeep, running costs, repairs and other overheads, and to finding ways to continue once the original commitment of partners comes to an end. When MSPEs design and implement programmes that are independent of national plans, this will naturally be an issue.

Focus on outcomes

A partnership may have limited reach but it should not have limited ambitions in terms of impact. The dimensions of a project can be small but the results should be ambitious for those it reaches. That implies going beyond a body count – how many students went through a particular programme, for example – to attempting to assess how a difference was made. A typical example is the introduction of ICTs into classrooms. The availability of ICTs is generally viewed as positive, and so it probably should be. But the complexity and relatively costly assemblage of a partnership as well as the need to know how exactly the ICTs enhance learning should serve to ensure that the technology actually adds value and not only cost. A focus on outcomes also means that the principals take care to think about the potential displacement of energies from other efforts, or the deadweight effect of using subsidized technologies when simpler solutions could do the job.

High transaction costs, possible displacement effects and deadweight are all possible pitfalls of partnerships. These need not be fatal, or even damaging, if partners are clear about the outcomes and if the processes are transparent. Hence, the focus on outcomes is linked intimately with monitoring and evaluation. There is a rich literature on monitoring and evaluation, and many tools are available. Each actor and group of actors will have to decide which to use. The recommendation here is to choose a tool that is realistic in the circumstances, to adopt it at inception, use it throughout, and share its information and results with stakeholders even when inconvenient.

Lastly, related to outcomes, and of course revealed by successful evaluation, is the purpose and result of smaller-scale programmes. What has been learned? What applications does the learning have? Can the experience be replicated and under what conditions? What applicability

does it have to the education system as a whole? These questions inevitably arise when, as with PfE, the ultimate aim is contribution to the achievement of EFA goals. Not every intervention needs to be scalable, but examination of its function in this regard is important; an intervention that is inherently unscalable (high unit costs, features restricted to a particular situation) needs description and justification that takes this fact into account.

For partners, the results of an evaluation will teach them a great deal about the processes in which they have participated, providing organizational learning and experiences. Assessment tools such as those listed in *Box 13* can be very helpful.

Sustaining the effort: sustaining partnerships, sustaining programmes

Partnerships take a lot of effort from all those involved. In particular they often take a considerable investment of time to build the quality working relationships that underpin effective collaboration. The risk here is that sometimes this can lead to a focus on the partnership for its own sake rather than for its capacity to deliver a useful programme of work. Partnering is a mechanism for sustainable social, environmental and/or economic development – it is not an end in itself (Tennyson, 2003).

It has already been pointed out that MSPEs have significant potential to provide innovation, diversity, and a ‘laboratory’ function for education in developing countries (see *Box 12*). It has also been pointed out that partnerships typically have high transaction costs: bringing together the partners, ensuring coordination and circulation of information, consultation, management of complex and diverse institutional requirements, financial reporting, liaison with stakeholders outside the partnership, and so on. These high transaction costs often come as somewhat of a surprise as programmes evolve, and could well be one important obstacle to sustaining partnerships – and in consequence the programmes they support.

Back to the focus on needs and outcomes, the decision-making process about setting up a partnership needs to include plans about what happens once the programme or project has come to an end, and what

measures need to be taken to sustain the partnership itself until that time. These are two separate but obviously mutually dependent processes that reinforce or weaken each other.

Box 12. The Jordan Education Initiative

The Jordan Education Initiative (JEI) commenced in June 2003 as a public private partnership involving the Government of Jordan, the international private sector, local private sector, NGOs and donors under the auspices of the World Economic Forum's Global Education Initiative (GEI). It involved 45 partners and spending of approximately \$22m either through financial contributions or in kind payments. It ran until November 2006 in this format, and has now been established as a non-profit organization with an all Jordanian staff (<http://www.jei.org.jo>). The initiative was focused around improving education in 100 Discovery Schools, developing the technology industry and providing effective life long learning for Jordanian citizens.

The goals set for JEI were to achieve educational reform in order to develop a knowledge economy, stimulate economic growth and provide future employment opportunities. The Jordan Education Initiative aimed to do this by:

- Improving the delivery of education to Jordanian citizens through public-private partnerships;
- Enhancing the quality of education through the effective use of technology;
- Building the capacity of the local technology industry;
- Creating a global education program model for replication in other countries.

JEI developed e-curricula for key subjects: mathematics, science, ICT, Arabic, civics and English, each sponsored by a private sector partner. Local companies were used for software development, ensuring local ownership and accountability, and also facilitating the transfer of knowledge and capacity to Jordan. These companies in turn employed Jordanian teachers to help create the e-curricula. Building the capacity of the local ICT industry ensures the development of future innovative learning solutions and thus the sustainability of the reform. To ensure some uniformity of experience and that the e-curricula met the ideals for curriculum development, Cisco funded expertise to create a set of curriculum guidelines and standards.

Cisco initiated and funded the first of the e-curricula – 'Mathematics Online' – and the Cisco Learning Institute (CLI) developed the content with Rubicon, a Jordanian IT company. CLI's experience from the Cisco Networking Academy played an important role in the creation of Mathematics Online. Approximately 30 Jordanian teachers and supervisors, who were assigned by the Jordanian Ministry of Education to work on the development of the mathematics e-curriculum, received training and support from Cisco education specialists, Cisco Learning Institute and Rubicon. In September 2004, Mathematics Online was deployed across the Discovery Schools in grades 1 to 12.

Overall five main success factors can be identified from the JEI experience:

- Experience of dealing with large corporations through the development of Multi-Stakeholder Partnerships and in educational reform;
- The Ministries of Education and ICT have gained expertise around the implementation of technology based learning solutions influenced strongly by the JEI partners;
- There has been an acceleration in the deployment of internet connectivity and computers in schools;
- The JEI has helped the Ministry of Education to gain a greater understanding of the importance of linking the training programmes available to teachers and staffed by Jordanians with proper funding support;
- The e-curricula have drawn attention to the blending of traditional learning resources and have exposed teachers to new ways of teaching and have raised awareness of the potential of using ICT to enhance learning and to improve the quality of the learning experience.

Source: Michelle Selinger, Cisco Systems

The JEI was the first of a series of education initiatives under the umbrella of the World Economic Forum's Global Education Initiative. For more information see: <http://www.weforum.org/en/initiatives/gei> and an evaluation report by McKinsey and Company <http://www.weforum.org/pdf/JEI/JEIreport.pdf>

V. DECISION-MAKING: PRINCIPLES AND TOOLS

A Look at Existing Tools

Processes for decision-making, management and evaluation do not need to be invented for each partnership. A virtue of advocacy and enthusiasm for partnership in recent years has been the development of a number of tools that can help the processes along and enable mutual exchange and learning. Although so far detailed tools for education partnerships in particular do not exist, other existing tools can be very helpful, especially for planning and examining process issues. Some of the guidelines, analytical tools and institutions available to support various stages of partnership are described here.

- The Global Compact, with UNDP and the UN Institute for Training and Research (UNITAR) has developed an assessment tool for partnerships that includes elements of qualitative evaluation (Boston Consulting Group, 2007). It is on a CD-ROM (available free of charge) and is designed to be used by all partners at the outset, and then again during or at the end of a partnership. It has been tested and subsequently revised in eight settings. Following the observation that there are no shortcuts, the CD-ROM takes time to go through and does not allow for skipping sections or use in an abbreviated fashion.

Box 13. Partnership tools (see Bibliography for links)

Guidelines on Co-operation between the United Nations and the Business Community

The Partnering Initiative Toolbook Collection (partnering, brokering, case study)

Enhancing Partnership Value: A Tool for Assessing Sustainability and Impact

Global Hand

Public-Private Partnerships for Development: A Handbook for Business

EdInvest

Sourcebook for Evaluating Global and Regional Partnership Programs: Indicative Principles and Standards

Institute for Public-Private Partnerships, Inc. (IP3)

- The Partnering Initiative, based in the UK, was set up by the Prince of Wales International Business Leaders Forum (IBLF) in association with The University of Cambridge Programme for Industry, and

has abundant research and case material available. It offers three toolbooks for brokering, for partnering, and for case studies. These three tools are quite comprehensive: they offer pragmatic, realistic and non-prescriptive guidance for how partnerships can best be developed and managed.

- In addition to the Partnering Initiative toolkit, there is an ‘assessment form’ to help find the ‘right fit’ on the Partner Initiative website. Another ‘matching’ service is Global Hand that matches needs with possible partners for very specific programmes. The latter is a somewhat different enterprise from the types of partnerships envisaged and described for our purposes, but nevertheless provides a closely monitored method of bringing need and offer together.

In the field of education, there are several guides that are also included in the *Box 13*. The handbook for business, prepared by USAID, is precisely that: both an advocacy document and a guidance note for businesses explaining the why and how of partnering, specifically for education. The Global Knowledge Partnership, the only global multi-stakeholder partnership institution to be based in the developing world, focuses on technologies, including technologies for education. The International Finance Corporation hosts EdInvest, intended to encourage and guide public-private partnerships: it is, however, devoted primarily to “the expansion of the non-public or private sector education industry”, and is not directly related to the concerns of this paper. There is a Sourcebook for Evaluating Global and Regional Partnership Programs: Indicative Principles and Standards prepared by the World Bank Independent Evaluation Group for the OECD that is a comprehensive guide to evaluation; it is directed mainly to partnerships that provide goods, so that although it makes interesting and thoughtful reading for practitioners of education partnerships, it is not directly applicable. Finally, IP3 offers a wide variety of training courses in different locations and online for people with a “professional interest in economic development and the role that public-private partnerships, effective regulatory reform, and competitive utility management can play in promoting economic growth”.

A number of very useful tools available for educational planning in general can also provide frameworks for MSPEs, for example the UNESCO National Education Support Strategy (UNESS) (UNESCO,

2007a), UNESCO Handbook for Decentralized Education Planning (Bahr, 2005), the processes foreseen by the EFA-Fast Track Initiative (EFA-FTI Secretariat, 2006), and broader development processes such as those listed in *Box 3*.

Towards a Decision Support Toolkit

Both the demonstrated success and the hopes for increased use and influence of multi-stakeholder partnerships are reasons to develop specific analytical tools for planning, implementing and evaluating them. Structurally, legally and functionally, MSPEs are complex. Participants refer frequently to the way in which trust, or lack of it, influences the functioning of partnerships (Adam *et al.*, 2007, Bertsch *et al.*, 2005). Trust is understandably important when the legal and regulatory frameworks are far from adequate to cover all eventualities, and when the complexities of different institutional backgrounds and cultures need to be put to work for a common goal. But trust cannot wholly replace objective tools and criteria for functioning; management that depends on the negotiation skills and good will of individual participants can make partnerships very fragile. When an important partnership founders, it affects both the direct stakeholders and observers and potential participants of other partnerships, undermining current and future action.

It is proposed here that the best way to anticipate and minimize the effects of problems is to make an initial investment in information gathering, planning, negotiation, and clarification of overall processes. Balancing what some participants see as overly bureaucratic methods with the tools that can help solve problems, reassure investors, monitor results and assist in adaptation to changes along the way is not a simple task. While proposing recipes for success would be an error, one can use decision-making tools that can clarify choices and serve as reminders of elements of information and decision that need to be part of every stage of the process.

From the outset, this review proposes that the central organizing features of a successful partnership should be needs-based, transparent, coherent with existing international agreements and national development plans, and focused on outcomes. No single approach will meet local needs, and so the modalities of each partnership must be

worked out in concert with as many stakeholders as possible. Many observers, looking at their experiences of partnership, propose such checklists as tools for policy and planning dialogue. The development of a specific tool for education MSPs could stimulate the learning process around these partnerships and provide the framework for further research and analysis of what works, and why.

A paper commissioned by GEI to examine the functioning of the existing GEI projects (Cassidy & Paksima, forthcoming) proposes a model that gives requirements for effective partnerships based on a thorough analysis of these projects, on the authors' extensive experience, and on interviews with many of the stakeholders. The framework that follows is gratefully borrowed, with some adaptations, from their in-depth examination of three specific cases and the model derived from it. This author is grateful to them for agreeing to let their work be used in this way. It is presented here as a checklist specific to education against which decisions need to be made, rather than a set of requirements.

This framework could form the basis for developing a more detailed toolkit to be tested, refined and used for management and benchmarking.

Background and environment

Partners will need to meet at the outset and look together at their individual and collective values and goals. Some principles will be non-negotiable, and some can remain particular to each partner without compromising the overall incentive and value framework. A needs assessment and review of the organizational climate will be part of the preparatory review.

1. Values, goals and development objectives: shared and not shared

Non-negotiable values include commitment to the following:

- EFA and alignment of objectives with national economic and education plans
- International agreements, notably on education, rights and sustainable development
- Impact on educational quality and equality
- Transparency

2. *Needs and context*

- Political climate
- Economic climate
- Legal and regulatory systems
- Education sector plans (including PRSPs, FTI, EFA plans) and financing relationships with donor financing, gaps and
- Needs and feasibility assessment

Planning and partners

The need for adequate planning and consultation with partners cannot be stressed enough. Transaction costs will be higher than for interventions undertaken by a single organization, so that agreement about this fundamental fact can only come about through examination of what it will take to undertake a complex innovation. Ownership by stakeholders will in many cases have to substitute for bureaucratic assignment of responsibility: establishing this ownership and ensuring that all the ‘owners’ are actually committed is a necessary part of the process.

3. *Planning*

- Available data and research
- Stakeholder consultation
- Resource requirements for intervention
- Resource requirements for partnership management and for reporting
- Detailed financing schedule
- Detailed implementation schedule
- Written agreements
- Risks and obstacles: establishment and assessment

4. *Partners and governance*

- Identification of partners, delegation of responsibility, accountability systems
- Explicit engagement of partners and formalized partner agreements
- Governance and decision-making structures

Implementation and outcomes

Discussion about who does what will not eliminate difficulties along the way; making implementation methods and plans as explicit as possible should help solve unforeseen problems. Many partnerships encounter difficulties when institutions and people outside the partnership are called upon to cooperate and misunderstandings arise about roles, responsibilities and inputs. Early reflection on additional actors can be helpful. Institutional accountability can be complicated. Communication at several levels – institutional, with delegated representatives, with local stakeholders – can be a useful feature.

5. *Management and implementation*

- Clarify management and coordination structures
- Identify staff and establish contingency plans for change
- Training and capacity-building needs

6. *Non-partner stakeholders*

- Support from institutions and their representatives (principals/head teachers, community leaders, employers)
- Context and acceptance of innovation
- Emphasis on student learning
- Possible obstacles
- Engagement of the community

7. *Communications*

- Strategic and operational communications plan
- Identification of vertical and horizontal communication channels
- Schedule of staff meetings
- Rhythm and level of partner communications
- External communications: reports, publications, press

8. *Monitoring and evaluation*

- Performance indicators in relation to objectives
- Identification and resourcing of information system
- Assessment of displacement costs, costs relative to national expenditures, scalability, sustainability, long-term impact

9. Outcomes and sustainability

- Outcomes assessment and reporting
- Review with non-partners stakeholders
- Review of partnership functioning
- Comparison of outcomes with surrounding environment: sustainability, impact, scalability
- Assessment and report(s)
- Sharing what partners have learned
- Recognition in public sector, in communities.

WAYS FORWARD

On the basis of an analysis of the literature on public-private and multi-stakeholder partnerships, this review has examined what lies behind their development. It places them in the context of trends in development assistance relationships in education, and more specifically in the context of EFA. It examines some of the expectations of different partners, and some of the general evidence about the financial contribution of partnerships to education development. It proposes some key areas for collaboration, some conditions for enhancing the success and impact of partnerships, and a possible toolkit or checklist for partners to use in developing and managing new initiatives. In order for MSPEs to fulfill the hopes of their proponents, they need to be truly greater than the sum of their parts, and to contribute to enriching educational development activities with their own characteristics. A summary of the lessons drawn can be laid out as follows:

Principles

Multi-stakeholder partnerships for education bring together stakeholders from vastly different origins and with fundamentally different operating principles. Sometimes these can be reconciled and provide synergy for creative outcomes that are beneficial for all parties involved. Sometimes this is impossible: it is essential to recognize that the institutional commitments and objectives of different parties can on occasion collide irreconcilably.

For the UN, non-negotiable principles are those outlined in intergovernmental conventions and agreements and the notion of education as a public good. For the governmental public sector, it is responsibility to its constitution and the electorate that cannot be changed. For civil society organizations, the fundamentals are the right to speak up and speak out, to advocate and militate for their constituency. For business, they are the duties to shareholders and the recognition that their primary aim is profit. For all partners, multi-stakeholder partnerships should be an opportunity to broaden the awareness of needs to improve education quality and to build a consensus and commitment to change where it is needed.

- **Recommendation:** Not all situations are suitable for partnerships. Early agreement about how objectives of partners can be mutually reinforcing is essential.
- **Recommendation:** The creation of partnerships is a valuable opportunity to advocate for improving educational quality and should be maximized.

Regulation

Regulation of partnerships between the public and private sectors is so far largely voluntary and compliance cannot be enforced. Public sector partners need to take care that basic principles of competition, transparency and accountability as well as adherence to commitments are respected. Private sector partners are rightly preoccupied with occasional fuzzy contractual, fiscal and legal environments that increase the risks for partnerships. Civil society partners, often with the least stable financial base, fear for the lack of clarity about resource stability and recourse when difficulties arise. Needs and outcomes need to take precedence over inputs. This means fitting partnerships into overall development assistance trends as well as developing programmes in concert with those stakeholders closest to the end users.

- **Recommendation:** In the absence of regulation, official guidelines and detailed agreements about the ways in which each partner's needs and duties will be exercised are indispensable. Standardization of processes, contract norms, evaluations, risk assessment and terminology will enhance accountability and transparency, and reduce transaction costs.

Opportunities

Opportunities are present for partners as for the end users. Although many observers rightly detail the learning advantages for partners, it is crucial to keep attention focused on the overall benefit for the end users. Consultations with stakeholders, involvement of the principal recipients, and focus on outcomes have to be integral to MSPEs.

- **Recommendation:** Clear assessment of needs and definition of desired results as well as the relevance of the partnership to the core

mandate of partners, their employees and shareholders should be the first step of all partnerships.

Costs

Typically, MSPEs have high transaction costs, resulting from the need to manage the partnership. Costs of implementation can, however, be lower when there are no intermediaries other than partners. By all accounts, transaction costs are generally underestimated: participants assume that volunteerism and good will cover unforeseen costs, and that as the project moves along, problems will be solved. This is sometimes the case. When it is not, this can be a major obstacle to timely progress, or even progress at all.

- **Recommendation:** Partners should not assume that MSPEs will reduce costs; initial agreements about how to cover costs generated by unforeseen events are necessary.

Benefits

The benefits of partnerships, real or anticipated, include broader choice, greater involvement in design and decision-making and enhanced relevance of education to the economic and social context. For partners, there is a range of positive outcomes, not all present in all partnerships by any means, but included in many descriptions of experience on the ground, among which are: enhancement and complementarity of capacity, leveraging of resources, better ownership, legitimacy, good community relations, and sharing of risks.

- **Recommendation:** The benefits of partnerships are potentially very high. These benefits are factors that can be used for negotiation at the outset between stakeholders, including the end users, and should be articulated.

Risks

The risks and difficulties of partnerships are often underestimated at the beginning. Because consequences for any one partner are, in general, not devastating, each partner can be tempted to assume that not much will be lost if the experiment does not work. Among other difficulties, competition between partners, loss of interest in or

withdrawal from the partnership or failure to meet obligations are real problems. Partners can have little interest in describing failure, so that when partnerships produce few or no results, it is rare to find a case study that gives details.

- **Recommendation:** Commitment at the outset on the part of stakeholders to transparent reporting as part of on-going monitoring may be painful at the beginning but in the end will benefit all those involved.

Solutions

Given the additional effort required for MSPEs, and given that even the largest partnerships are not system-wide, they sometimes function principally as motors for capacity building, creativity and innovation. This role can be invaluable, and needs to be recognized as both the virtue and contribution of MSPEs.

- **Recommendation:** Develop specific tools for planning and analysis of MSPEs, including those surrounding costs, transferability, scalability, and impact.
- **Recommendation:** Include capacity building for partners and stakeholders as an integral component of partnerships.
- **Recommendation:** Develop a strong and well-financed programme of pilot MSPEs based on a framework of needs and a search for appropriate partners.

* * *

This paper has examined the potential and achievements of partnerships for attaining EFA goals. It has looked at the prospects, the promise, the hopes, the difficulties, and the results. To innovate is by definition to enter uncertain and sometimes uncharted territory. To innovate with education is to take responsibility for the learning experience and the future of individuals. Failure has direct consequences for people we know or should know. Success will benefit not only learners and those involved in education but all the institutions involved. The message of this paper is that investment in planning, regulation, transparency, results and documentation of partnerships is not wasted. It is a duty and an asset.

Box 14. Multi-Stakeholder Partnerships for Education: PfE Collection of Case Examples

The World Economic Forum and UNESCO's Partnerships for Education initiative was established in 2007 to identify and promote good practices in the implementation of Multi-Stakeholder Partnerships for Education. One of the findings of this review is that reporting about the successes and failures of these initiatives is inadequate. The lack of sufficient monitoring and evaluation has been one of the reasons behind considerable duplication of effort in creating pilot projects, and could explain why many of these have failed to deliver satisfactorily on the expectations of those involved.

As a contribution to the overall objectives of the PfE initiative, members of the Technical Advisory Group of Partnerships for Education have provided empirical examples of existing partnerships that are intended to support and supplement the conceptual analyses embodied in the review. The TAG members were invited by the PfE secretariat to choose case studies that they felt reflected the themes of the report in ways that had particular meaning and importance for them. There is no single way to deliver effective partnerships, and their implementation must take into consideration the particular circumstances pertaining in the situations where they are being introduced. The case studies can be consulted in full at www.unesco.org/iiep, and include the following:

Africa

- TECH/NA!, by Niamh Brannigan, GeSCI
- Negotiating MSPEs in Namibia, by Vanessa E. Shields, Juárez and Associates
- Microsoft and South Africa Focus on Sustainable Community Development: Partners in Learning, by Reza Barden, Microsoft

Latin America

- Explor@: Creative and Entrepreneurial Experiences for Youth, by Eduardo Monge, Omar Dengo Foundation, Global Knowledge Partnership
- Virtual Schools: Safe Access to ICT by rural children in Colombia, by Pablo Jaramillo, Global Knowledge Partnership
- Multi-Stakeholder Partnerships in Education: the Escuela Nueva Program in Colombia, by Graciela Mann, Daniel Pier and Katharine Yasin, Juárez and Associates
- Proyecto Global: Girls and Women's Education in Guatemala, by Kjell Enge, Juárez and Associates

Asia and Middle East

- The Fight Against Information Poverty of Filipino Youth: Lessons learned from the GILAS Project, by Galina Voytsekhovska and Ronald Kim, World Bank Institute
- The Intel® Teach Program Helps Egyptian Teachers Bring Technology to the Classroom, by Intel
- The Jordan Education Initiative, by Michelle Selinger, Cisco Systems

Other

- The Commonwealth Education Fund Experience with Corporate Sector Engagement, by Sheila Aikman, Oxfam GB

BIBLIOGRAPHY

Not all the works consulted in writing this paper are cited as references, and a wider literature formed the background of the ideas and proposals contained in the paper. In consequence, an extended bibliography is presented.

Academy for Educational Development (AED). 2007. *Final Report on: Youth Education and Self-Reliance Program (YES) Nigeria*. Report for Global Development Alliance Partners (USAID and Chevron).

Adam, L.; James, T.; Wanjira, A.M. 2007. *Frequently Asked Questions about Multi-Stakeholder Partnerships in ICTs for Development: A guide for national ICT policy animators* (Melville, South Africa, Association for Progressive Communications (APC)). Retrieved October 2007 from: <http://rights.apc.org/>

Ahmed, M. 2000. Promoting Public-Private Partnership in Health and Education: The Case of Bangladesh. In: Y. Wang (Ed.) *Public-Private Partnerships in the Social Sector: Issues and Country Experiences in Asia and the Pacific*. Retrieved August 2007 from: <http://www.adbi.org/files/2000.10.books.partnerships.social.sector.pdf>

Altenburg, T. 2005. "The private sector and development agencies: How to form successful alliances. Critical issues and lessons learned from leading donor programs". Paper presented at the *DIE-GDI working group: Development Agencies and the Private Sector: How to form successful alliances*, Bonn. Retrieved August 2007 from: <http://siteresources.worldbank.org/CGCSRLP/Resources/DiscussionpaperStrategicAlliances-DIE.pdf>

Association of Universities and Colleges of Canada, Goss Gilroy Inc. Canada and Education for Change Ltd, UK. 2003. *Local Solutions to Global Challenges: Towards Effective Partnership in Basic Education: Joint Evaluation of External Support to Basic Education in Developing Countries* (The Hague, Netherlands Ministry of Foreign Affairs). Retrieved July 2007 from: http://www.euforic.org/iob/detail_page.phtml?&username=guest@euforic.org&password=9999&groups=IOB&page=JEBE

- Backhurst, J.; Collen, S.; Young, H. 2004. *Small voices, big concerns: a child rights approach to HIV/AIDS: Recommendations for meeting European Community commitments to poverty reduction – August 2004*. Report for World Vision. Retrieved December 2007 from: https://www.worldvision.org.uk/upload/pdf/Small_voices%2C_big_concerns.pdf
- Bahr, K. 2005. *Implementing National EFA Plans: Handbook for Decentralized Education Planning* (Bangkok, UNESCO). Retrieved August 2007 from: <http://unesdoc.unesco.org/images/0014/001409/140949e.pdf>
- Beloe, S.; Harrison, J.; Greenfield, O. 2007. *Coming in from the cold: Public affairs and corporate responsibility* (London, SustainAbility). Retrieved August 2007 from: http://www.sustainability.com/downloads_public/insight_reports/cominginfromthecold.pdf
- Bendell, J. 2004. *Flags of Inconvenience? The Global Compact and the Future of the United Nations*. Report for University of Nottingham (Nottingham, UK). Retrieved July 2007 from: <http://www.nottingham.ac.uk/business/ICCSR/pdf/ResearchPdfs/22-2004.pdf>
- Bertsch, T.; Bouchet, R.; Godrecka, J.; Kärkkäinen, K.; Malzy, T.; Zuckerman, L. 2005. *Corporate sector involvement in Education for All: partnerships with corporate involvement for the improvement of basic education, gender equality, and adult literacy in developing countries. Contribution of the private sector to education* (Paris, UNESCO). Retrieved July 2007 from: http://www.unesco.org/education/efa/global_co/working_group/atelier_finalreport2005.pdf
- Binder, A.; Palenberg, M.; Witte, J.M. 2007. *Engaging business in development: results of an international benchmarking study analysing and comparing public private partnerships launched by bilateral donor agencies* (Berlin, Global Public Policy Institute). Retrieved September 2007 from: http://www.gppi.net/fileadmin/gppi/Engaging_Business_Final_06222007.pdf

- Binder, A.; Witte, J.M. 2007. *Business engagement in humanitarian relief: key trends and policy implications* (Overseas Development Institute (ODI)). Retrieved July 2007 from: http://www.odi.org.uk/hpg/papers/hpgbgpaper_monitoringtrends1.pdf
- Bissio, R.; Currie, W.; Esterhuysen, A.; Finlay, A.; Gross, R.; Hofmann, J.; MacLean, D.; Mahan, A.K.; Siochrú, S.Ó.; Souter, D. 2007. *Global Information Society Watch 2007* (APC and ITeM). Retrieved August 2007 from: <http://globaliswatch.org/download>
- Blagescu, M.; Young, J. 2006. *Capacity Development for Policy Advocacy: Current thinking and approaches among agencies supporting Civil Society Organisations*. Report for Overseas Development Institute. Retrieved July 2007 from: http://www.odi.org.uk/publications/working_papers/wp260.pdf
- Boston Consulting Group 2007. *Enhancing Partnership Value – A Tool for Assessing Sustainability and Impact* (New York). Retrieved July 2007 from: http://www.unglobalcompact.org/docs/news_events/8.1/Partnership_value.pdf
- Bracey, B.; Culver, T. (Eds.). 2005. *Harnessing the Potential of ICT for Education – A Multistakeholder Approach* (New York, The United Nations Information and Communication Technologies Task Force). Retrieved August 2007 from: <http://www.unicttaskforce.org/perl/documents.pl?id=1570>
- Bray, M. 2004. “Sharing the Burden of Financing: Government and Household Partnerships for Basic Education”. In: *Economic Affairs*, 24(4), 22-26. Retrieved December 2007 from: <http://educ2.hku.hk/~bray/>
- Bull, B.; McNeill, D. 2006. “The Rise of Public-Private Partnerships in the Multilateral System”. In: *Public-Private Partnerships and Market Multilateralism* (Oxford, Routledge).
- Burke, S.; Canessa, R.; Schiavo, E.; Seseña, J. 2006. *Mid-Term Evaluation of the @LIS Programme Final Report*. Retrieved September 2007 from: <http://www.dfid.gov.uk/pubs/files/eu-financ-wsis-english.pdf>

- Buse, K.; Waxman, A. 2001. "Public-private health partnerships: a strategy for WHO". In: *Bulletin of the World Health Organization*, 79(8). Retrieved September 2007 from: [http://www.who.int/bulletin/archives/79\(8\)748.pdf](http://www.who.int/bulletin/archives/79(8)748.pdf)
- Business for Diplomatic Action. Web page. 2007. *Business for Diplomatic Action*. Retrieved December 2007 from: <http://www.businessfordiplomaticaction.org/who/>
- Business Partners for Development. 2002. *Putting Partnering to Work. 1998-2001: Tri-sector Partnership Results and Recommendations* (London, Business Partners for Development). Retrieved September 2007 from: <http://www.bpdweb.com/products.htm>
- Canadian Council for International Co-operation (CCIC). 2002. "Strengthening CIDA Partnerships with Canadian Civil Society Organizations: CCIC/CIDA Consultations, April 17-18, 2002". A CCIC Background Paper, presented at the *CCIC/CIDA Consultations*. Retrieved August 2007 from: http://www.ccic.ca/e/docs/002_aid_strengthening_cida_partnership_with_sc-organisation.pdf
- Cassidy, T.; Paksima, S. (2007). *The Global Education Initiative (GEI) Model for Effective Partnership Initiatives for Education*. Geneva: World Economic Forum.
- Chahoud, T.; Emmerling, J.; Kolb, D.; Kubina, I.; Repinski, G.; Schläger, C. 2005. *Corporate Social and Environmental Responsibility in India – Assessing the UN Global Compact's Role* (German Development Institute). Retrieved August 2007 from: http://www.die-gdi.de/die_homepage.nsf/FSEpub?OpenFrameset
- Charles, A.G.; Tara, A.; Derek, Y. 2007. "Technological And Social Innovation: A Unifying New Paradigm For Global Health". In: *Health Affairs*, 26(4), 1052.
- Chowdury, A.F.; Delay, S.; Faiz, N.; Haider, I.; Reed, B.; Rose, P.; Sen, P.D. 2004. *Pakistan: study of non-state providers of basic services*. (Birmingham, International Development Department, University of Birmingham). Retrieved December 2007 from: <http://www.eldis.org/go/home&id=23745&type=Document>

Clapp-Wincek, C.; Pressley, D.; O'Brien, D.; Stickel, W.; Navin, W.; Swedberg, J.; Vanderslice, L.; Sweeney, C.; Croake, K.; Jackson, J.; Miers, B. 2004. *Assessment of USAID's Global Development Alliances* (U.S. Agency for International Development Bureau for Policy and Program Coordination). Retrieved September 2007 from: <http://www.oecd.org/dataoecd/16/63/36141679.pdf>

Commission on Filipinos Overseas. 1980. *Linkapil* (Manila). Available online at: <http://www.cfo.gov.ph/> (Accessed August 2007).

Cornwall, A.; Brock, K. 2005. *Beyond Buzzwords 'Poverty Reduction', 'Participation' and 'Empowerment' in Development Policy* (United Nations Research Institute for Social Development). Retrieved August 2007 from:

[http://www.unrisd.org/80256B3C005BCCF9/httpNetITFramePDF?ReadForm&parentunid=F25D3D6D27E2A1ACC12570CB002FFA9A&parentdoctype=paper&netitpath=80256B3C005BCCF9/\(httpAuxPages\)/F25D3D6D27E2A1ACC12570CB002FFA9A/\\$file/cornwall.pdf](http://www.unrisd.org/80256B3C005BCCF9/httpNetITFramePDF?ReadForm&parentunid=F25D3D6D27E2A1ACC12570CB002FFA9A&parentdoctype=paper&netitpath=80256B3C005BCCF9/(httpAuxPages)/F25D3D6D27E2A1ACC12570CB002FFA9A/$file/cornwall.pdf)

CorpWatch. 2007. *CorpWatch: Holding Corporations Accountable*. Retrieved from: <http://www.corpwatch.org/article.php?id=14549>

DAC High Level Meeting. 2001. *Rising to the Global Challenge: Partnership for Reducing World Poverty* (Paris, OECD). Retrieved August 2007 from: <http://www.oecd.org/dataoecd/45/28/1895254.pdf>

DAC Working Party on Aid Effectiveness 2007. *2006 Survey on Monitoring the Paris Declaration: Overview of the Results*. Retrieved September 2007 from: <http://www.oecd.org/dataoecd/58/28/39112140.pdf>

Dakar Framework for Action. Retrieved December 2007 from: http://www.unesco.org/education/efa/ed_for_all/dakfram_eng.shtml

Delors, J. 1996. *Learning: The Treasure Within*. Paris: UNESCO. Retrieved July 2007 from: <http://unesdoc.unesco.org/images/0010/001095/109590eo.pdf>

- Department for International Development. 2005. *Reducing poverty by tackling social exclusion*. Report for DFID Retrieved July 2007 from: <http://www.dfid.gov.uk/pubs/files/social-exclusion.pdf>
- Department for International Development and Aga Khan Development Network. 2003. *Public-Private Partnerships for the Delivery of Basic Education Services to the Poor*. Retrieved July 2007 from: <http://www.gsdr.org/docs/open/SD13.pdf>
- Education for All International Coordination*. Retrieved December 2007 from: http://portal.unesco.org/education/en/ev.php-URL_ID=46881&URL_DO=DO_TOPIC&URL_SECTION=201.html
- Edwyn, J. 2001. "Learning to bridge the digital divide". In: *The OECD Observer*, 224, 43.
- EFA-Fast Track Initiative*. Retrieved December 2007 from: <http://www.education-fast-track.org/default.asp>
- EFA-FTI Secretariat. 2006. *Guidelines for Appraisal of the Primary Education Component of an Education Sector Plan*. Retrieved September 2007 from: http://www.fasttrackinitiative.org/library/Appraisal_guidelines_March_2006.pdf
- EFA Global Action Plan*. March 2007. Retrieved December 2007 from: http://www.unesco.org/education/GAP/GAP_v04.pdf
- EFA Global Monitoring Report. 2006. *Education For All Global Monitoring Report 2007: strong foundations: early childhood care and development*. Retrieved September 2007 from: <http://unesdoc.unesco.org/images/0014/001477/147794E.pdf>
- EFA Global Monitoring Report. 2007. *EFA Global Monitoring Report 2008 Education for All by 2015 - Will we make it?* Retrieved from: <http://unesdoc.unesco.org/images/0015/001547/154743e.pdf>
- Elaina, L. 2007. "A Sea Change in Jordan". In: *International Educator*, 16(1), 18.
- El Ansari, W.; Weiss, E.S. 2006. "Quality of research on community partnerships: developing the evidence base". In: *Health Education Research*, 21(2), 175.

- European Commission Directorate-General Regional Policy. 2003. *Guidelines for Successful Public-Private Partnerships*. Retrieved September 2007 from: http://ec.europa.eu/regional_policy/sources/docgener/guides/ppp_en.pdf
- Farrell, G.; Isaacs, S.; Trucano, M. 2007. *The NEPAD e-Schools Demonstration Project: A Work in Progress. A Public Report*. Retrieved September 2007 from: <http://www.infodev.org/en/Publication.355.html>
- Federal Ministry for Economic Co-operation and Development (BMZ). 2005. *Public-Private Partnerships (PPP) in German Development Co-operation*. Retrieved August 2007 from: <http://www.bmz.de/en/service/infothek/fach/materialien/materialie148.pdf>
- Feeney, P. 2000. "Globalization and accountability: the corporate sector in involuntary displacement and resettlement". In: *Forced Migration Review*, 001(008). Retrieved August 2007 from: <http://fmo.qeh.ox.ac.uk/fmo/index.asp>
- Freeman, T.; Faure, S.D. 2003. *Local Solutions to Global Challenges: Towards Effective Partnership in Basic Education Final Report*. Retrieved August 2007 from: [http://www.countryanalyticwork.net/CAW/Cawdoclib.nsf/0/59A19A47CEF7F09685256E3D005226D2/\\$file/EducationSectProg.pdf](http://www.countryanalyticwork.net/CAW/Cawdoclib.nsf/0/59A19A47CEF7F09685256E3D005226D2/$file/EducationSectProg.pdf)
- G8 Information Centre. 2004. *Digital Opportunities for All: Meeting the Challenge Report of the Digital Opportunity Task Force (DOT Force) including a proposal for a Genoa Plan of Action*. Retrieved from: <http://www.g7.utoronto.ca/summit/2001genoa/dotforce1.html>
- Gardner, C.A.; Acharya, T.; Yach, D. 2007. "Technological And Social Innovation: A Unifying New Paradigm For Global Health". In: *Health Affairs*, 26(4), 1052
- GBC. 2007. *Global Business Coalition on HIV/AIDS, Tuberculosis and Malaria website*. Retrieved December 2007 from: <http://www.businessfightsaids.org/live/home/home.php>

- German Development Co-operation. 2002. *Evaluation "Public-Private Partnership (PPP)" – Country Study South Africa – Short Version*. Retrieved September 2007 from: <http://www.oecd.org/dataoecd/41/42/36820419.pdf>
- German Development Institute (DIE). 2003. *German Development Co-operation: Abstract of the Synthesis Report on the Evaluation "Public-Private Partnership Program of German Development Co-operation"*. Retrieved December 2007 from: <http://www.bmz.de/en/service/infothek/evaluation/Projektuebergreifend/PPP-synthese-e-sd-neu.pdf>
- German Federal Ministry for Economic Co-operation and Development. 2007. *Web site on PPP: Partnership for Mutual Benefit*. Retrieved from: <http://www.bmz.de/en/figures/index.html>
- Gerrard, C.; Hill, D.; Kelly, L.; Ooi, E.W.-L. 2006. *Sourcebook for Evaluating Global and Regional Partnership Programs: Indicative Principles and Standards*. Retrieved August 2007 from: <http://www.oecd.org/dataoecd/38/54/37981082.pdf.3>
- Global Alliance for Information and Communication Technologies and Development (GAID). 2007. *The Global Alliance for Information and Communication Technologies and Development (GAID)*. Retrieved from: <http://www.un-gaid.org/en/about/whatisgaid>
- The Global Compact. 2007. *After the Signature: A Guide to Engagement in the United Nations Global Compact* (New York, United Nations Global Compact Office). Retrieved August 2007 from: http://www.unglobalcompact.org/docs/news_events/8.1/GC_Welcome_Kit_final_260307.pdf.
- Global Hand Website. 2007. Retrieved from: <http://www.globalhand.org/home>
- Global Knowledge Partnerships. 2002. *Multi-Stakeholder Partnerships Issues Paper*. Retrieved Jul 2007 from: http://www.globalknowledge.org/gkps_portal/index.cfm?&menuid=178&parentid=179
- Global Knowledge Partnerships. 2007. *Global Knowledge Partnerships Web site*. Retrieved from: <http://www.globalknowledge.org/>

Government of Kenya and Development Partners. *Partnership Principles for Support to the Education Sector in Kenya*. Retrieved September 2007 from:

http://www1.worldbank.org/education/efafti/documents/Kenya_MOU.pdf

Guidelines on Cooperation between the United Nations and the Business Community. Retrieved December 2007 from:

http://www.un.org/unfip/Docs/Guidelines_on%20UN_Business%20Cooperation.pdf

Haddad, W.D.; Draxler, A. (Eds.). 2002. *Technologies for Education: Potential, Parameters and Prospects*. Retrieved July 2007 from:

<http://www.aed.org/ToolsandPublications/upload/TechEdBook.pdf>

Hallak, J.; Poisson, M. 2007. *Corrupt schools, corrupt universities: What can be done?* Paris: UNESCO/IIEP. Retrieved August 2007 from:

<http://unesdoc.unesco.org/images/0015/001502/150259e.pdf>

High Level Forum. 2005. Paris Declaration on Aid Effectiveness: Ownership, Harmonisation, Alignment, Results and Mutual Accountability. Retrieved December 2007 from:

<http://www.oecd.org/dataoecd/11/41/34428351.pdf>

Holden, S.; Brown, T. *DFID Research Strategy: Leveraging Private Sector Research*. Retrieved August 2007 from:

<http://www.dfid.gov.uk/research/newresearch/bgsprivate.pdf>

Human Development Network. 2001. *Handbook on Public-Private Partnerships*. Retrieved July 2007 from:

<http://www.ifc.org/ifcext/edinvest.nsf/Content/PublicPrivatePartnerships>

Hurrell, S.; Hussain-Khaliq, S.; Tennyson, R. 2006. *The Case Study Toolbook: Partnership: case studies as tools for change*. Retrieved August 2007 from:

<http://thepartneringinitiative.org/mainpages/case/tool/index.php>

IBLF. 2007. *International Business Leaders Forum Website*. Retrieved from: <http://www.iblf.org/>

ICT Task Force. 2007. *United Nations Information and Communication Technologies Task Force Web page*. Retrieved from:

<http://www.unicttaskforce.org/about/>

IFC Edinvest. Retrieved December 2007 from:

<http://www.ifc.org/edinvest/>

ILO Declaration on Fundamental Principles and Rights at Work.

Retrieved December 2007 from:

http://www.ilo.org/dyn/declaris/DECLARATIONWEB.static_jump?var_language=EN&var_pagename=DECLARATIONTEXT

Ingram, G.; Wils, A.; Carrol, B.; Townsend, F. 2006. *The untapped opportunity: how public-private partnerships can advance Education for All*. Retrieved December 2007 from:

<http://epdc.org/static/UntappedOpportunity.pdf>

Institute for Public-Private Partnerships. 2007 *Web site of Institute for Public-Private Partnerships*. Retrieved from: <http://www.ip3.org/>

International Business Forum. 2006. *Business Engagement for Governance.*, Paper presented at the 11th International Business Forum, Bonn, 8-10 October 2006. Retrieved August 2007 from:

http://www.inwent.org/imperia/md/content/unternehmenskommunikation-intranet/materialienundmedien/business_forum_2006.pdf

International Business Forum. 2007. *Youth Career Initiative*. Retrieved from: <http://www.youthcareerinitiative.org/>

International Conference on Financing for Development. 2002. Report a.k.a. Monterrey Consensus. Monterrey, Mexico. Retrieved August 2007 from:

<http://daccessdds.un.org/doc/UNDOC/GEN/N02/392/67/PDF/N0239267.pdf?OpenElement>

Jones, S.; Shakil, S. (2003) *Public-Private Partnerships for the Delivery of Basic Education Services to the Poor*. Report for Aga Khan Foundation, Department for International Development (London). Retrieved December 2007 from:

<http://www.gsdr.org/docs/open/SD13.pdf>

Jørgensen, M. 2006. "Evaluating cross-sector partnerships". Paper presented at the *Public-private partnerships in the post WSSD context*, Copenhagen, Denmark, August 14, 2006. Retrieved August 2007 from:

[http://www.unrisd.org/80256B3C005BD6AB/\(httpEvents\)/BC20F4BAFFCFF713C1257219004ABB34?OpenDocument&panel=relatedinformation](http://www.unrisd.org/80256B3C005BD6AB/(httpEvents)/BC20F4BAFFCFF713C1257219004ABB34?OpenDocument&panel=relatedinformation).

Kaul, I.; Grunberg, I.; Stern, M.A. (Eds.). 1999. *Global Public Goods: International Co-operation in the 21st Century*. Retrieved September 2007 from:

http://www.undp.org/globalpublicgoods/Executive_Summary/executive_summary.html#introduction

Kell, G. 2003. *The Global Compact: origins, achievements, challenges*. Retrieved August 2007 from:

<http://www.ethicalcorp.com/content.asp?ContentID=403>

Klein, M.U.; Hadjimichael, B. 2003. *The private sector in development. Entrepreneurship, regulation, and competitive disciplines*. Washington: World Bank.

Lee, S.C. 2006. *Public-Private Partnerships for Development: A Handbook for Business*. Retrieved August 2007 from:

http://www.ced.org/docs/2006usaid_partnership.pdf

Lowndes, V.; Skeltcher, C. 1998. "The Dynamics of Multi-organizational Partnerships: an Analysis of Changing Modes of Governance". In: *Public Administration*, 76(2), 313-333.

Luetkenhorst, W. 2004. *Corporate Social Responsibility and the Development Agenda: Should SMEs Care?* Retrieved August 2007 from:

<http://info.worldbank.org/etools/docs/library/136021/CSR%20should%20SME%20care.pdf>

Martens, J. 2007. *Multistakeholder partnerships: future models of multilateralism? Potential pitfalls of multi-stakeholder partnerships*. Retrieved August 2007 from:

<http://www.globalpolicy.org/reform/business/2007/0107multistake.pdf>

McKinsey and Company. 2005. *Building Effective Public-Private Partnerships: Lessons Learnt from the Jordan Education Initiative*. Retrieved December 2007 from:

<http://www.weforum.org/pdf/JEI/JEIreport.pdf>

- Millennium Development Goals*. Retrieved December 2007 from:
<http://www.un.org/millenniumgoals/goals.html>
- Negroponte, N. 2007. *One Laptop Per Child Project web site*. Retrieved from: <http://www.laptop.org/vision/index.shtml>
- Nelson, J.; Prescott, D. 2003. *Business and the Millennium Development Goals: a framework for action*. Retrieved September 2007 from:
<http://www.iblf.org/docs/MDG32pp.pdf>
- Newell, P., Wheeler, J.; Dunn, A. 2006. *Making accountability count: What is accountability?* Retrieved August 2007 from:
<http://www.ids.ac.uk/ids/bookshop/briefs/PB33.pdf>
- Nilay, R. 2007. *Universalisation of Education through multi stakeholder partnership*. Retrieved from:
<http://southasia.oneworld.net/article/view/140462/1/7921>
- Norms on the Responsibilities of Transnational Corporations and Other Business Enterprises with Regard to Human Rights*. Retrieved December 2007 from:
<http://www1.umn.edu/humanrts/links/norms-Aug2003.html>
- OECD. 2000. *The OECD Guidelines for Multinational Enterprises: Revision 2000*. Retrieved August 2007 from:
<http://www.oecd.org/dataoecd/56/36/1922428.pdf>
- OECD. 2004. *OECD Principles of Corporate Governance*. Retrieved from: <http://www.oecd.org/dataoecd/32/18/31557724.pdf>
- OECD Development Assistance Committee. 2006. *Development Co-operation Report 2005*. Retrieved July 2007 from:
<http://caliban.sourceoecd.org/v1=3976172/cl=14/nw=1/rpsv/dac/>.
- Office of the High Commissioner for Human Rights. 1966. *International Covenant on Economic, Social and Cultural Rights*. Retrieved November 2007 from:
http://www.unhchr.ch/html/menu3/b/a_ceschr
- Office of the High Commissioner for Human Rights. 1989. *Convention on the Rights of the Child*. Retrieved from:
<http://www.unhchr.ch/html/menu3/b/k2crc.htm>

- OXFAM. 2005. *Partnerships for Gender Equality in Education: A Beyond Access Project Policy Paper*. Retrieved October 2007 from:
http://www.oxfam.org.uk/resources/issues/education/downloads/ba_partnerships.pdf
- The Paris Declaration*. Retrieved December 2007 from:
http://www.oecd.org/document/18/0,2340,en_2649_3236398_3540_1554_1_1_1_1,00.html
- The Partnership Assessment Tool (PAT) – Enhancing Partnership Value: A Tool for Assessing Sustainability and Impact*. Retrieved December 2007 from:
<http://www.unglobalcompact.org/Issues/partnerships/pat.html>
- Partnering Initiative. 2007. *The Partnering Initiative web site*. Retrieved from: <http://thepartneringinitiative.org/mainpages/about/intro/>
- Poverty Reduction Strategy Papers*. Retrieved December 2007 from:
<http://www.imf.org/external/np/prsp/prsp.asp>
- Public-Private Partnerships for Development: a Handbook for Business*. Retrieved December 2007 from:
http://www.ced.org/docs/2006usaid_partnership.pdf
- Puryear, J.M. (Ed.). 1997. *Partners for Progress: Education and the Private Sector in Latin America and the Caribbean, second edition*. Washington, DC: Americas Society, Inter-American Dialogue and Latin American Business Council.
- Queinnec, Y. 2007. *The OECD Guidelines for Multinational Enterprises: An evolving legal status*. Retrieved August 2007 from:
<http://www.asso-sherpa.org/reflexions/SHERPA%20OCDE%20Legal%20Study%20V150607.pdf>
- Rao, N.; Smyth, I. (Eds.) 2005. *Partnerships for Girls' Education*. Retrieved August 2007 from:
http://www.oxfam.org.uk/what_we_do/resources/downloads/partnerships_for_girls_education_full.pdf
- Richter, J. 2003. 'We the Peoples' or 'We the Corporations'? *Critical reflections on UN-business 'partnerships'*. Retrieved August 2007 from: <http://www.ibfan.org/english/pdfs/wethepeoples.pdf>

- Riddell, A. 2007. *Education Sector-Wide Approaches (SWAps): Background, Guide and Lessons*. Retrieved September 2007 from: <http://unesdoc.unesco.org/images/0015/001509/150965e.pdf>
- Rio Declaration on Environment and Development*. Retrieved December 2007 from: <http://www.unep.org/Documents.multilingual/Default.asp?DocumentID=78&ArticleID=1163>
- Roberts, M.J.; Breitenstein, A.G.; Roberts, C.S. 2002. "The Ethics of Public-Private Partnerships". In: M.R. Reich (Ed.), *Public-Private Partnerships for Public Health*. Cambridge, MA: Harvard University Press). Retrieved July 2007 from: <http://www.globalhealth.harvard.edu/hcpds/partnerbook/chap4.PDF>
- Robertson, S.L. 2002. *Changing Governance/Changing Equality? Understanding the Politics of Public-Private-Partnerships in Education in Europe*. Paper presented at the European Science Foundation – Exploratory Workshop Globalisation, Education Restructuring and Social Cohesion in Europe, Barcelona, Spain, 3-5 October, 2002. Retrieved September 2007 from: <http://www.ieps.org.uk/cwc.net/dec04.pdf>
- Ronis, K.A.; Nishtar, S. 2007. "Community health promotion in Pakistan: a policy development perspective". In: *Promotion and Education*, 14(2), 98.
- Sachs, J.D. 2005. *Investing in Development: A Practical Plan to Achieve the Millenium Development Goals* (Millenium Project,). Retrieved July 2007 from: <http://www.unmillenniumproject.org/index.htm>
- Sack, R. 1999. "Introduction: Making Partnerships Work" in *Partnerships for Capacity Building and Quality Improvements in Education*. Retrieved September 2007 from: <http://www.adeanet.org/publications/docs/papers%20bien%2097-eng.pdf>.
- Saxby, J. 2003. *Local ownership and development co-operation – the role of Northern civil society*. Retrieved September 2007 from: http://www.ccic.ca/e/docs/002_aid_the_role_of_northern_civil_society.pdf

Seed Initiative Partnership Support Channel Website. 2007. Retrieved from: <http://seedinit.org/mainpages2/about/support/>

Sherman, J.D.; Poirier, J.M. 2007. *Educational Equity and Public Policy: Comparing Results from 16 Countries*. Retrieved October 2007 from: http://www.uis.unesco.org/template/publications/UIS/WP6_Sherman_FINALwc.pdf

Sosale, S. 2000. *Trends in Private Sector Development in World Bank Education Projects*. Retrieved August 2007 from: [http://wbIn0018.worldbank.org/research/workpapers.nsf/bd04ac9da150d30385256815005076ce/0334b2ea57e8bce685256960004d868d/\\$FILE/wps2452.pdf](http://wbIn0018.worldbank.org/research/workpapers.nsf/bd04ac9da150d30385256815005076ce/0334b2ea57e8bce685256960004d868d/$FILE/wps2452.pdf)

Steets, J. 2005. *Developing a Framework: Concepts and Research Priorities for Partner Accountability*. Retrieved September 2007 from: http://www.gppi.net/fileadmin/gppi/Steets_Paper_1_04082005.pdf

Tennyson, R. 2003. *The Partnering Toolbook*. Retrieved August 2007 from: <http://thepartneringinitiative.org/mainpages/rb/toolbooks/actual.php?>

Tennyson, R. 2005. *The Brokering Guidebook: Navigating effective sustainable development partnerships*. Retrieved August 2007 from: <http://thepartneringinitiative.org/mainpages/rb/toolbooks/broker.php#tbg>

The Education for All – Fast-Track Initiative (FTI). 2007. Retrieved from: <http://www.education-fast-track.org/default.asp>

Tomlinson, K.; Macpherson, I. 2007. *Driving the bus: The journey of national education coalitions*. Retrieved August 2007 from: <http://www.commonwealtheducationfund.org/downloads/DrivingtheBus.pdf>

Tomlinson, K.; Macpherson, I. 2007. *Funding change: Sustaining civil society advocacy in education*. Retrieved July 2007 from: <http://www.commonwealtheducationfund.org/downloads/FundingChange.pdf>

United Nations Convention Against Corruption. Retrieved December 2007 from:

http://www.unodc.org/pdf/corruption/publications_unodc_convention-e.pdf

UN Delivering as One Process. Retrieved December 2007 from:

<http://www.undg.org/?P=7>

United Nations Development Group (UNDG). 2005. *High-Level Forum on Aid Effectiveness: Harmonization, Alignment and Results*. Retrieved August 2007 from:

<http://www1.worldbank.org/harmonization/Paris/HLF-UNDGstatement.pdf>

United Nations Global Compact. Retrieved December 2007 from:

<http://www.unglobalcompact.org/AboutTheGC/index.html>

United Nations Global Compact: The Ten Principles. Retrieved December 2007 from:

<http://www.unglobalcompact.org/AboutTheGC/TheTenPrinciples/index.html>

UN Millenium Project. 2005. *Investing in Development: A Practical Plan to Achieve the Millenium Development Goals*. Retrieved July 2007 from:

<http://www.unmillenniumproject.org/documents/MainReportComplete-lowres.pdf>

UNCTAD Secretariat. 2007. *The Least Developed Countries Report*. Retrieved September 2007 from:

<http://www.unctad.org/Templates/WebFlyer.asp?intItemID=4314&lang=1>

UNESCO. 1960. *Convention against Discrimination in Education 1960*. Retrieved November 2007 from:

http://portal.unesco.org/en/ev.php-URL_ID=12949&URL_DO=DO_TOPIC&URL_SECTION=201.html

UNESCO. 2006. *UNESCO-Private Sector Partnerships: Making a Difference*. Retrieved from:

<http://unesdoc.unesco.org/images/0014/001483/148376E.pdf>

- UNESCO. 2007. *Building a UNESCO National Education Support Strategy (UNESS) Document: 2008-2013 Guidance Note* (Paris, UNESCO). Retrieved September 2007 from:
<http://unesdoc.unesco.org/images/0014/001485/148566E.pdf>
- UNESCO. 2007. *Ministerial Round Table on Education and Economic Development, 19 and 20 October 2007, Paris. Communiqué* (Paris). Retrieved November 2007 from:
<http://unesdoc.unesco.org/images/0015/001542/154229e.pdf>
- UNESCO; OECD. 2002. *Financing Education – Investments and Returns: Analysis of the World Education Indicators 2002 Edition. Executive Summary* (Paris, UNESCO and OECD). Retrieved September 2007 from:
http://www.uis.unesco.org/TEMPLATE/pdf/wei/WEI_ExecSummary_Eng.pdf
- UNESCO Education for All. Website. *Education for All*. Retrieved from:
http://portal.unesco.org/education/en/ev.php-URL_ID=47045&URL_DO=DO_TOPIC&URL_SECTION=201.html
- United Nations Development Programme. 2005. *Human Development Report 2005 International Cooperation at a crossroads: Aid, trade and security in an unequal world*. Retrieved August 2007 from:
<http://hdr.undp.org/reports/global/2005/>
- United Nations Environmental Programme. 1992. *Rio Declaration on Environment and Development*. Retrieved from:
<http://www.unep.org/Documents.Multilingual/Default.asp?DocumentID=78&ArticleID=1163>
- United Nations Global Compact. 2007. *United Nations Global Compact Web Page*. Retrieved from: <http://www.unglobalcompact.org/>
- Universal Declaration of Human Rights*. Retrieved December 2007 from: <http://www.un.org/Overview/rights.html>
- Unwin, T. 2005. *Partnerships in Development Practice: Evidence from multi-stakeholder ICT4D partnership practice in Africa* (Paris, UNESCO). Retrieved July 2007 from:
<http://unesdoc.unesco.org/images/0014/001429/142982E.pdf>

- USAID. 2007. *US Total Resource Flows to the Developing World*. Retrieved from:
http://www.usaid.gov/our_work/global_partnerships/gda/resource_flows.html
- Utstein Group. 2007. *Corruption in the education sector: Budget transparency*. Retrieved from:
<http://www.u4.no/themes/education/educationbudgettransparencyintro.cfm>
- Utting, P.; Zammit, A. 2006. *Beyond pragmatism: appraising UN-business partnerships What drives the Public Private Partnership phenomenon?* (United Nations Research Institute for Social Development). Retrieved August 2007 from:
[http://www.unrisd.org/80256B3C005BCCF9/httpNetITFramePDF?ReadForm&parentunid=225508544695E8F3C12572300038ED22&parentdoctype=paper&netitpath=80256B3C005BCCF9/\(httpAuxPages\)/225508544695E8F3C12572300038ED22/\\$file/uttzam.pdf](http://www.unrisd.org/80256B3C005BCCF9/httpNetITFramePDF?ReadForm&parentunid=225508544695E8F3C12572300038ED22&parentdoctype=paper&netitpath=80256B3C005BCCF9/(httpAuxPages)/225508544695E8F3C12572300038ED22/$file/uttzam.pdf)
- van Donge, J.K. 2007. "Flexible SWAps for Strategic Policy-making: Reflections on the Zambian Experience". In: *Development Policy Review*, 25(4), 473.
- Wagner, D.A.; Day, B.; James, T.; Kozma, R.B.; Miller, J.; Unwin, T. 2005. Monitoring and Evaluation of ICT in Education Projects (Washington, DC, infoDev/World Bank). Retrieved November 2007 from: <http://www.infodev.org/en/Publication.9.html>
- Wang, Y. 2000. *Public-Private Partnerships in the Social Sector*. (Asian Development Bank). Retrieved August 2007 from:
<http://www.adbi.org/files/2000.10.books.partnerships.social.sector.pdf>
- Warner, M.; Sullivan, R. (Eds.). 2004. *Putting Partnerships to Work: Strategic Alliances for Development between Government, the Private Sector and Civil Society* (Sheffield, Greenleaf).
- World Bank. 2005. *World Development report 2006 Equity and Development*. Retrieved July 2007 from:
<http://siteresources.worldbank.org/INTWDR2006/Resources/477383-1127230817535/082136412X.pdf>

- World Conference on Education for All. 1990. World Declaration on Education For All. Jomtien, Thailand. Retrieved July 2007 from: http://www.unesco.org/education/efa/ed_for_all/background/jomtien_declaration.shtml
- World Economic Forum. 2005. Building on the Monterrey Consensus: The Growing Role of Public-Private Partnerships in Mobilizing Resources for Development, paper presented at the *United Nations High-level Plenary Meeting On Financing for Development*, Monterrey. Retrieved August 2007 from: http://www.weforum.org/pdf/un_final_report.pdf
- World Economic Forum. 2005. *Partnering for Success: Business Perspectives on Multistakeholder Partnerships* (Geneva, World Economic Forum). Retrieved October 2007 from: <http://www.weforum.org/pdf/ppp.pdf>
- World Economic Forum. 2006. *Harnessing Private Sector Capabilities to Meet Public Needs: The Potential of Partnerships to Advance Progress on Hunger, Malaria and Basic Education* (Geneva, World Economic Forum). Retrieved July 2007 from: http://www.weforum.org/pdf/Initiatives/Harnessing_private_sector.pdf
- World Economic Forum. 2007. *Global Education Initiative*. Retrieved from: <http://www.weforum.org/en/initiatives/gei/index.htm>
- World Education Forum. 2000. World Education Forum. Dakar, Senegal. Retrieved July 2007 from: http://www.unesco.org/education/efa/wef_2000/
- Zadek, S. *et al.* 2002. *Endearing Myths, Enduring Truths: Enabling Partnerships between Business, Civil Society and the Public Sector* (Knowledge Resource Group, Business partners for Development). Retrieved August 2007 from: http://www.globalknowledge.org/gkps_portal/thematic.cfm?&menu_id=114&thematicid=30&action=ThResView&ResId=244&type=2

Zammit, A. 2003. *Development at Risk: Rethinking UN-Business Partnerships* (Geneva, The South Center and UNRISD). Retrieved August 2007 from:
[http://www.unrisd.org/80256B3C005BCCF9/httpNetITFramePDF?ReadForm&parentunid=43B9651A57149A14C1256E2400317557&parentdoctype=book&netitpath=80256B3C005BCCF9/\(httpAuxPages\)/43B9651A57149A14C1256E2400317557/\\$file/newrisk.pdf](http://www.unrisd.org/80256B3C005BCCF9/httpNetITFramePDF?ReadForm&parentunid=43B9651A57149A14C1256E2400317557&parentdoctype=book&netitpath=80256B3C005BCCF9/(httpAuxPages)/43B9651A57149A14C1256E2400317557/$file/newrisk.pdf)

IIEP publications and documents

More than 1,200 titles on all aspects of educational planning have been published by the International Institute for Educational Planning. A comprehensive catalogue is available in the following subject categories:

Educational planning and global issues

General studies – global/developmental issues

Administration and management of education

Decentralization – participation – distance education – school mapping – teachers

Economics of education

Costs and financing – employment – international co-operation

Quality of education

Evaluation – innovation – supervision

Different levels of formal education

Primary to higher education

Alternative strategies for education

Lifelong education – non-formal education – disadvantaged groups – gender education

The Catalogue may be obtained on request from:

IIEP, Communication and Publications Unit

information@iiep.unesco.org

Titles of new publications and abstracts may be consulted

at the following website: www.unesco.org/iiepN

The International Institute for Educational Planning

The International Institute for Educational Planning (IIEP) is an international centre for advanced training and research in the field of educational planning. It was established by UNESCO in 1963 and is financed by UNESCO and by voluntary contributions from Member States. In recent years the following Member States have provided voluntary contributions to the Institute: Denmark, Finland, Germany, Iceland, India, Ireland, Norway, Sweden and Switzerland.

The Institute's aim is to contribute to the development of education throughout the world, by expanding both knowledge and the supply of competent professionals in the field of educational planning. In this endeavour the Institute co-operates with interested training and research organizations in Member States. The Governing Board of the IIEP, which approves the Institute's programme and budget, consists of a maximum of eight elected members and four members designated by the United Nations Organization and certain of its specialized agencies and institutes.

Chairperson:

Raymond E. Wanner (USA)

Senior Adviser on UNESCO issues, United Nations Foundation, Washington DC, USA.

Designated members:

Manuel M. Dayrit

Director, Human Resources for Health, Cluster of Evidence and Information for Policy, World Health Organization (WHO), Geneva, Switzerland.

Ruth Kagia

Education Director, Human Development Network – Education Team (HDNED), World Bank, Washington, DC, USA.

Diéry Seck

Director, African Institute for Economic Development and Planning, Dakar, Senegal.

Jomo Kwame Sundaram

Assistant Secretary-General on Economic Development, Department of Economic and Social Affairs, United Nations, New York, USA.

Elected members:

Aziza Bennani (Morocco)

Ambassador and Permanent Delegate of Morocco to UNESCO.

Birger Fredriksen (Norway)

Consultant on Education Development for the World Bank (Former Senior Education Adviser for the Africa Region, World Bank).

Ricardo Henriques (Brazil)

Special Advisor of the President, National Economic and Social Development Bank.

Takyiwaa Manuh (Ghana)

Director, Institute of African Studies, University of Ghana.

Philippe Méhaut (France)

LEST-CNRS, Aix-en-Provence, France.

Tuomas Takala (Finland)

Professor, University of Tampere, Finland.

Xinsheng Zhang (China)

Vice-Minister of Education, China.

Inquiries about the Institute should be addressed to:
The Office of the Director, International Institute for Educational Planning,
7-9 rue Eugène Delacroix, 75116 Paris, France



UNESCO and the World Economic Forum Global Education Initiative have launched a new programme, “Partnerships for Education”(PfE). PfE aims to create a global coalition for multi-stakeholder partnerships for education, including the private sector, in order to advance progress towards the objectives of Education for All (EFA). To this end, PfE will carry out studies and develop tools and frameworks for the establishment, implementation and evaluation of multi-stakeholder partnerships. It will build capacity for implementation at the country, regional and global levels, through decision support, sharing of good practice, advocacy, evaluation, and the mobilization of practitioners, donors, governments and experts.

This study was commissioned to help lay the groundwork for PfE in complement to a set of case studies and the development of a database to document good practice. It defines basic concepts and surveys the hopes, expectations, needs and pitfalls in partnerships for education. It provides recommendations for action as well as avenues for reflection. It is intended for development practitioners at the international and country levels.

About the author

Alexandra Draxler is an education specialist who worked for many years for UNESCO. She was the Executive Secretary of the International Commission on Education for the Twenty-first Century (Delors Commission) established by UNESCO, and in recent years has worked on education development policy, the use of technologies for education, HIV and AIDS prevention education, and collaboration between the private sector and the UN. She is a member of the Council of the Consultant Fellows of UNESCO's International Institute for Educational Planning (IIEP).